DOCUMENT RESUME

ED 208 217 CE 030 331

AUTHOR	Agria, Mary A.
TITLE	Building Rural Linkages: A Guide for Work Education Councils.
INSTITUTION	CRV: Community Resource Volunteers, St. Johns, Mich.; Isabella Business-Industry-Education Council, Inc., Mt. Pleasant, Mich.; Mid-Michigan Community Action Council, Inc., Alma.
SPONS AGENCY	Michigan State Dept. of Education, Lansing.; Michigan State Dept. of Labor, Lansing.
PUB DATE	Sep 81
NOTE	67p.
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	Economic Development; Economics Education; *Education Work Relationship; Financial Support; Guidelines; Information Dissemination; Institutional Cooperation; Institutional Role; *Linking Agents; Models; Networks; Problem Solving; *Program Design; *Program Guides; *Program Implementation; *Rural Areas; Rural Education; Staff Utilization
IDENTIFIERS	Educational Brokerage; Michigan; *Work Education Councils

ABSTRACT

Designed to serve as a standard whereby Michigan work-education councils can gauge their progress and also as a guide to help community leaders in rural areas build work-education council networks, this technical assistance manual provides guidelines for developing work-education councils in rural areas. The role of work-education councils in rural areas, their potential problems and barriers, and their unique aspects are described. Covered next are identifying problems and appropriate strategies to meet them; beginning issues for rural community councils (career education, economic education, institutional dialogue, information brokering, and economic development and employment generation); and building strategies to match goals. Various aspects of council organization are outlined. Discussed next are such aspects of council operation as program development, building a human resource clearinghouse, brokering and maintaining the network both locally and regionally, network communication strategies, organizing community career-related programs and institutional dialogue programs, collaborative placement and employment projects, job generation and economic development, and program evaluation. Future projects and directions for regional collaboration are represented. Appended to the guide are lists of helpful publications on work-education councils and rural issues, work-education projects underway in Michigan, and a national directory of work-education councils. (MN)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

BUILDING RURAL LINKAGES:

A GUIDE FOR WORK-EDUCATION COUNCILS

ED208217

Mary A. Agria, Researcher/Writer

Laura Wright, Illustrator

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

✓ This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Mid-Michigan Community Action Council

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Prepared for:

Mid-Michigan Community Action Council, Inc.
P. O. Box 102
Alma, Michigan 48801

Isabella Business-Industry-Education Council, Inc.
P. O. Box 346
Mt. Pleasant, Michigan 48858

CRV: Community Resource Volunteers
201½ North Clinton Avenue
St. Johns, Michigan 48879

SEPTEMBER 1981

CE 030 331

Material contained in this publication is in the public domain and may be reproduced fully or partially without permission of the state or federal government. Funding for this document was provided jointly by the Michigan Departments of Labor and Education as part of the CETA Special Governor's Grant.

PREFACE

In 1979 the Michigan Department of Labor in cooperation with the Michigan Department of Education initiated a unique statewide collaborative effort called the Michigan Interagency Collaborative Initiative. The purpose of this initiative is to enhance the transition of youth and adults into the world of work through the development and support of local collaborative networks. These networks link together local educational agencies, employment and training agencies, governmental agencies and the private sector to facilitate the delivery of education, training and employment related services. Local leaders are allowed considerable flexibility in establishing these networks through an Interagency Collaborative Board (ICB) structure. This ICB structure is based on the concepts and policies for building work-education councils put forth by Willard Wirtz and the National Manpower Institute in The Boundless Resources.

A second component of the Michigan Initiative, which serves to compliment the formation of collaborative networks, is the funding of demonstration projects carried out by two or more local organizations for the purpose of developing and evaluating models of collaboration which can be replicated statewide.

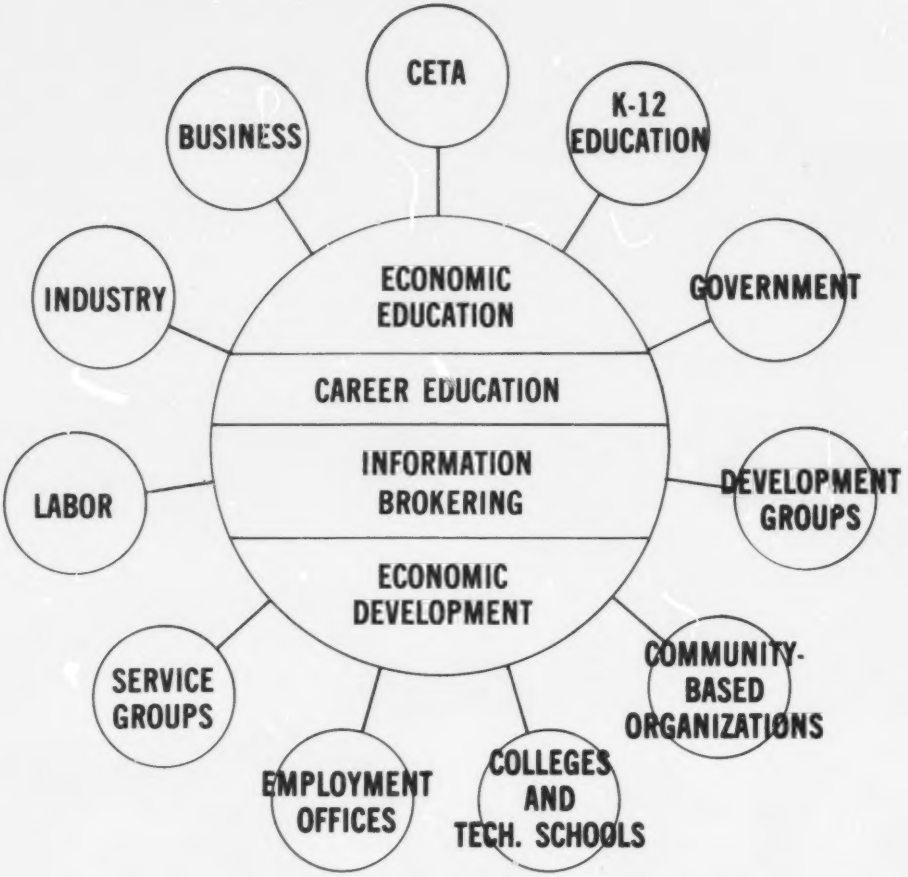
This technical assistance manual is the product of one such demonstration project jointly implemented by the Clinton, Gratiot, and Isabella County Work-Education Councils located in rural mid-Michigan.

The writing of this manual combines the experience of these three councils as they progressed through various stages of development. It will serve as a standard whereby the Michigan Councils can gage their progress and also as a guide to community leaders in rural areas across the country as they begin to build work-education council networks.

Special recognition must be given to those individuals who contributed to the completion of this manual and to the success of the Michigan Interagency Collaborative Initiative.

RURAL WORK-EDUCATION COUNCILS:

Broad Goals - Broad Involvement



The author, Mary Agria provided her keen awareness and sensitivity of rural issues in producing a well written and informative document. She also continues to give her time and support to the Michigan Initiative as she did when serving as director of the Mid-Michigan Community Action Council in Gratiot County. John Graves, former director of the Southeastern Michigan Work Education Council, provided both energy and direction to the Michigan Initiative which is greatly appreciated.

Of critical importance to the success of the Michigan Initiative is the assistance provided by the director and staff of the National Institute for Work and Learning. Rich Ungerer, director of NIWL, has been a continuous source of counsel and encouragement. A special thanks to Gerard Gold, program officer, NIWL, whose enthusiastic support and guidance, during the early stages of the initiative, were invaluable. He has also made a major contribution to this manual with his critiques and research materials.

The project director for the Michigan Initiative, Martin Simon, from the Michigan Department of Labor, along with Ed Cory and Paul Miller from Michigan Department of Education, successfully took a conceptual model and shaped it into a viable statewide network of councils. Mr. Simon also provided valuable review and suggestions during development of this manual.

Helpful review was also provided by Donald Lane, formerly with the Grand Rapids Area Employment and Training Council in Michigan. Carol Stone, President of the National Work-Education Consortium, assisted in the early planning stages of this manual.

Acknowledgements would not be complete without giving recognition to the staff and members of the Clinton, Gratiot and Isabella county councils who willingly and enthusiastically gave their time and expertise towards the completion of this manual.

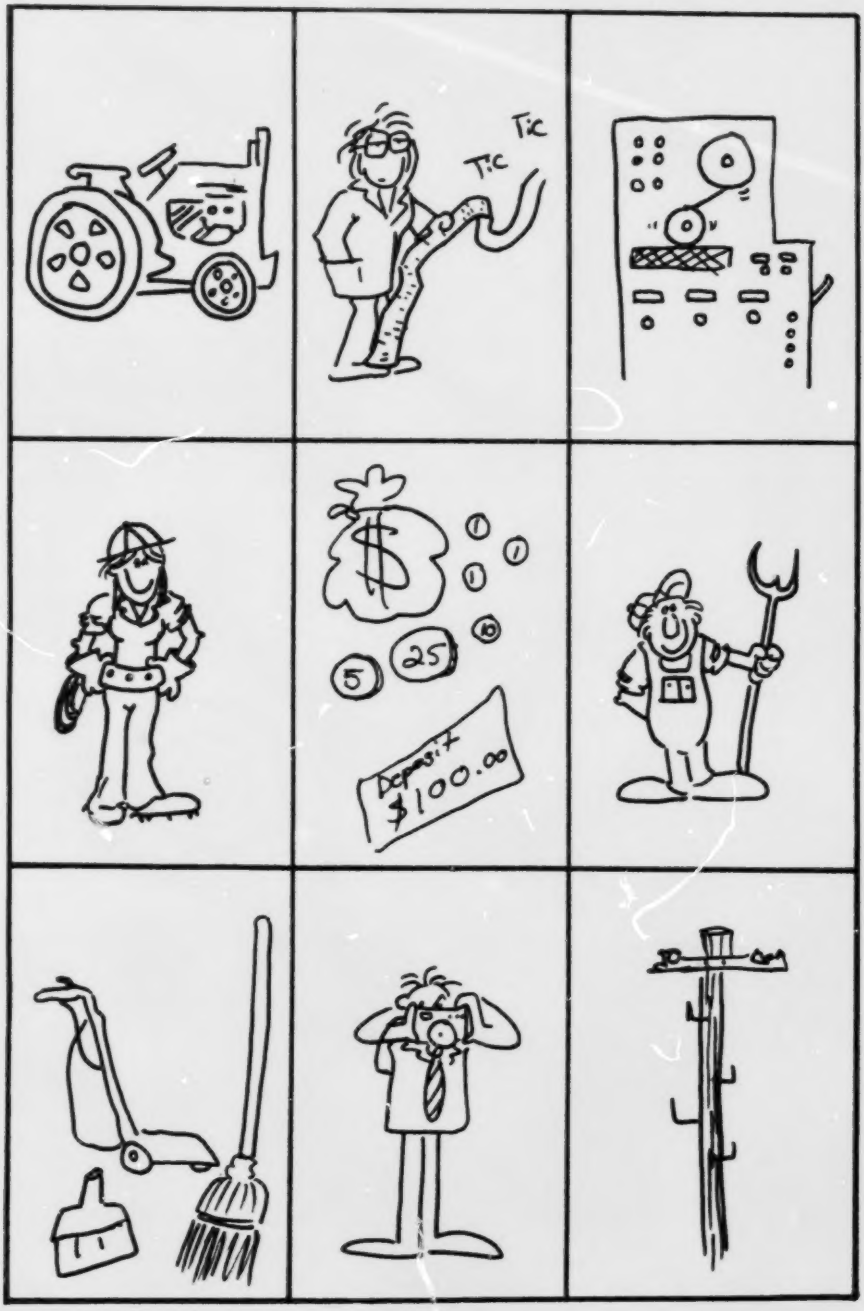
It is the hope of everyone involved that this manual will serve as a valuable guide to building rural work-education councils.

Robert T. Pendleton, Director
Bureau of Employment and Training
Michigan Department of Labor

CONTENTS

CHAPTER 1: The Role of Work-Education Councils in Rural Areas..... 1
The National & State Work-Ed Movement in Perspective: The Michigan Model..... 2
The Why, What, Who of Work-Ed Councils: Getting at the Basics..... 3
Potential Problems and Barriers..... 4
Unique Aspects of Rural Councils..... 5
CHAPTER 2: Developing Local Agendas..... 6
Identifying Problems and Appropriate Strategies to Meet Them..... 6
Beginning Issues for Rural Community Councils..... 7
Career Education
Economic Education
Institutional Dialogue
Information Brokering
Economic Development & Employment Generation
Building Strategies to Match Goals.....13
CHAPTER 3: Council Organization.....14
Bylaws, Tax Status, Incorporation.....16
Sample Bylaws.....17
Criteria for Selecting Board Members.....20
Council Staffing.....21
Building a Secure Funding Base.....22
CHAPTER 4: The Collaborative Process at Work.....23
Timetable for Council & Program Development.....23
Comparative Development Chart of 3 Work-Education Councils.....24
Building a Human Resource Clearinghouse.....26
Brokering & Maintaining the Network, Locally & Regionally.....27
Network Communication Strategies.....32
Organizing Community Career-Related Programs.....33
Organizing Institutional Dialogue Programs.....39
Collaborative Placement & Employment Projects.....40
Joint Credentials Programs for Charting Adult & Youth Work-Training Experiences.....42
Job Generation & Economic Development.....47
Representative Council Economic Development Activities.....48
A Word About Evaluation: Is the Collaborative Process Really Working?.....49
CHAPTER 5: Potential for Regional Collaboration.....51
Future Projects and Directions.....52

APPENDIX:
Helpful Publications on Work-Education Councils & Rural Issues.....54
Work-Education Projects Underway in Michigan.....55
National Directory of Work-Education Councils.....56


Tic
Tic
Tic
5
25
Deposit
$100.00

CHAPTER 1:
THE ROLE OF WORK-EDUCATION IN RURAL AREAS

Whether in rural America or urban communities, education, employment, and vocational training programs have tended to be fragmented. Public schools have, as their mandate, general education for youths, kindergarten through grade 12. Community education programs and community colleges concentrate on adult populations. Comprehensive Employment and Training agencies (CETA) focus on specific targeted poverty-level, minority, handicapped, or women clients. Employment Security Commissions, sheltered workshops, and other training or employment institutions all focus on what each sees as its special clientele.

In many cases, the individuals served by these various institutions are, in reality, the same. Programs overlap, compete, duplicate, or undermine one another--depending on the priorities and/or biases of the individual agencies or personalities involved.

In an age of shrinking public funds with which to deal with major social issues, communities can ill-afford this kind of fragmentation: whether it be in the area of education and training, economic development, or other problems so vital to the life of a community. Moreover, the private sector--a potentially boundless resource for fostering community development--has become increasingly alienated by the massive number of groups approaching them with specific proposals, potential job applicants, or clients in need of various kinds of assistance. As one frustrated personnel director put it after having been contacted by four different job placement coordinators in one day: "Unless you get your act together, you are all going to be out of business."

With the private sector being singled out as a primary catalyst for national growth in the years ahead, industrial and business leaders cannot remain uninvolved or critical from a distance. That frustrated Michigan personnel director went on to help lead a major drive--with the private sector as a central influence--to coordinate educational and economic programming within his county. The mechanism was a rural work-education council: a potentially powerful model system to develop collaboration in rural communities.

Work-education councils are not intended merely as traditional "advisory bodies," but as prioritizing, planning, and implementation mechanisms that focus on actual problem solving as a means of building working links between all segments of the community concerned with manpower/economic development issues. The key is not total agreement of council members on all issues, but rather a willingness to share responsibility and accountability and to compromise as needed in order to achieve common goals: development of a "neutral" stance that implies balance and fairness, not lack of action or commitment.

THE NATIONAL AND STATE WORK-ED MOVEMENT IN PERSPECTIVE: THE MICHIGAN MODEL

Focusing on the role of the private sector in promoting more effective community change is not a new concept. In the early 1970s, officials within the US Office of Education were advocating the formation of so-called Business-Industry-Education-Labor Councils as a means of building community coalitions to deal with local problems--particularly career education. In 1976, the US Department of Labor began an initiative, using CETA funds, to explore the collaborative community work-education council concept: to help such groups get started, develop experimental programming for existing councils, and link both old and new councils together in a national assistance and information-sharing network.

> *A total of 32 councils were studied for three years as part of the initial US DOL demonstration project. The National Work-Education Consortium is now serving as a continuing focus and advocate for this nationwide work-education movement.*

While these initiatives were developing nationally, states began their own efforts to bring the worlds of work and education closer together. In the early 1970s in Michigan, for example, Governor William Milliken was staging a series of meetings between local community leaders from all over the state in order to stimulate formation of such community councils. With strong support from the State Chamber of Commerce, a number of communities--including Flint, Benton Harbor, and Alma--actually developed such organizations. The Alma council, a rural group which soon expanded its base to Gratiot County and became known as the Mid-Michigan Community Action Council, was founded in 1974 and by 1976 had been chosen to participate as one of the councils in the US DOL model program. Another US DOL-funded council in Livonia, Michigan, with a primarily urban base, was established at about this time. Other councils sprang up as well, including CRV (Community Resource Volunteers) in Clinton County.

In 1979, the US Labor Department completed the demonstration phase of its program and was encouraging state and local governmental units to become leaders in furthering the work-education movement. The Michigan Department of Labor and Department of Education jointly responded by beginning a pioneering massive statewide program to establish work-education councils or Interagency Collaborative Bodies throughout the state, using CETA funds and linking into the network of Prime Sponsor jurisdictions.

Because Michigan was involved in the work-education movement relatively early, MDOL/MDE recognized a unique opportunity--particularly in rural areas--to study councils in various stages of development. The Gratiot County WEC had been operating since 1974, Clinton's since 1976, and preliminary groundwork had been laid for formation of a third rural council in Isabella county. In many respects, the three councils were typical of rural communities around the United States: unemployment was high in two of the counties and agency jurisdictional boundaries were confused. But the potential for collaboration existed because of a shared realization that the problems of youth and adult training programs in all three counties were very similar and that some form of mutual aid could be helpful.

This Technical Assistance Manual intends to document the collaborative process in Gratiot, Clinton, and Isabella counties: both from a local and a regional perspective. The hope is that rural community leaders across the nation will be able to see in this study the problems faced by their local areas and use these examples to find solutions to the tasks ahead of them: building an effective rural work-education council network locally, throughout Michigan, and in rural areas around the United States.

THE WHY, WHAT, OF WORK-ED COUNCILS: GETTING AT THE BASICS

Nationwide evidence clearly points to the fact that collaborative community councils --although originally concerned with youth-related issues--could be effective in rallying rural leaders to deal with a wide range of problems:

--career education for all ages: youths and adults
--assistance in mid-life employment crises for adults
--coordinated economic planning and development
--stronger links between economic development and education/training programs
--economic "literacy" and innovative "entrepreneurship" programs for youth and adults.

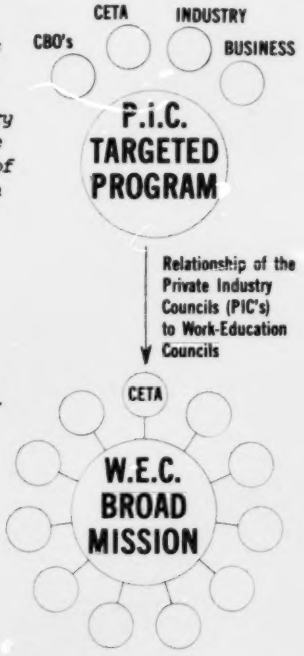
Similarly, the concept of council membership has undergone some important revision. The initial "Business-Industry-Education-Labor" Council was modified to "Work-Education" Council in part because people recognized that the whole community needed to be involved in a partnership relationship if changes were effectively to take place. The Gratiot WEC motto puts this broadened sense of mission and constituency together: *people working together for career education and community economic growth*.

In different communities, different groups took the lead in such initiatives: in Gratiot County it was a coalition of the private sector and the public schools; in Clinton County, impetus came from a concerned group of retirees; in Isabella County leadership came from the Chamber of Commerce and the public schools. With the MDOL/MDE project underway in Michigan, educational agencies, Prime Sponsors, and agencies closely associated with CETA are in a leadership position to begin councils in many rural communities.

Regardless of who takes the initiative, the key to council effectiveness is broad-based community support...particularly from the private sector.

It is not surprising that the role of the private sector is so important. Schools can train youth or adults as effectively as they know how. CETA and other training programs can work effectively at providing job experience and training opportunities. Unless private sector employers are in a position to provide permanent jobs for these people...unless the training which goes on is geared to genuine private sector needs, no training program (public or private, broad-based or targeted) can hope to succeed.

Formation of the CETA Private Industry Councils was an initial recognition of the pivotal role of business and industry in development of any training program. Work-education councils carry this recognition one step farther: in that the emphasis is put on the broadest possible base of community support and involvement, as well as a broadened sense of mission that links economic development and broad-range community problem solving to successful education and training programming.



POTENTIAL PROBLEMS AND BARRIERS

Regardless of who takes the leadership role in forming a work-education council, all organizations and individuals involved need to be willing to dramatically reassess their own traditional methods and focuses:

- *--be willing to demonstrate greater flexibility*
- *--be willing to display greater entrepreneurial and risk-taking spirit*
- *--be willing to compromise*
- *--be willing to genuinely share power for the sake of a common good*
- *--be willing to share their unique expertise and resources*

On the surface, such strategies might seem to conflict with traditional mandates and "turfdom" considerations. Many CETA-related institutions are so conscious of the requirements to serve primarily a very highly restricted client group with a very defined type of training or work experience program that the idea of more innovative, loosely-defined "employment generating services" carried out by work-education councils is extremely unsettling at first glance--even though such activities are encouraged as part of the Private Industry Council program. Private sector employers in rural areas (many of whom may deeply distrust any kind of Federally-mandated or funded program) are often less concerned for targeting of programs than for providing maximum job opportunities for those most qualified to fill specific company needs. Public schools must deal with the reality of attempting to provide equal opportunities for and service to all students, grades K-12. Economic development groups are often most concerned for programs that will benefit the total community's long-term and short-term needs, as well as the needs of individual companies.

These admitted self-interests, however, are not incompatible with one another. *Throughout this Manual, emphasis will be placed on the appropriate factors and rationale which can be used in a community to channel diverse self-interests into politically acceptable common goals and a sense of common mission.*

The Private Industry Council is a critical first step in recognizing the need for a tremendously complex strategy and agency interaction in training programs: that includes long-term economic development and planning with shorter term education and training objectives. Very few rural economies are healthy enough--without strong economic development links to training activities--to absorb all community youth into fulltime work, re-employ those adults displaced by current rapid changes in many rural economies nationwide, or offer private sector jobs to the many former public employees as CETA and other government programs cut back services. This economic development (employment generating services on a broad scale) includes everything from a strong, realistic career education emphasis in the public schools to cooperation of local governmental units and agencies in developing and implementing economic plans--including building necessary infrastructures and engaging in public relations, loan and tax incentive programs.

> *Such employment generating services are frankly outside the traditional mode of funnelling maximum funds into training or work experience programs for individual clients, but CETA Title VII has laid the foundations for this broadened sense of mission. By combining this expanded focus with even a broader community constituency, work-education councils offer tremendous potential for helping rural areas realize their full economic potential.*

Out of such a merger, the TOTAL community--companies, government, targeted and non-targeted unemployed, youth, and adults--can ultimately benefit.

Above all, both the prime funders and prime founders of work-education councils must be willing to relinquish control to the council's broad-based representative and governing body if this kind of partnership is to genuinely work. Obviously, this kind of fiscal trust and willingness to abide by community decisions is not without risks: but appropriate evaluative and accountability procedures can be built into the system which help ensure quality of programming and integrity of approach. Without this ultimate respect for the integrity of the collaborative process, the kind of innovative linkages that are the raison d'etre of the work-education movement cannot take place.

UNIQUE ASPECTS OF RURAL COUNCILS

Rural councils must be different from those in urban communities. In urban areas, where a plethora of organizations exists dealing with career education, employment and training, and economic development, the role of a WEC tends to be one of idea generating, policy setting, and coordination: forums for working out viable relationships between myriad agencies all with overlapping "turfs." In rural areas, there tend to be fewer such agencies, with less funding and other resources available to them. As a result, rural councils may need to deal with implementation and resource development a great deal more than their urban counterparts.

CHAPTER 2:
DEVELOPING LOCAL AGENDAS

To successfully develop a work-education council, there must be a perceived need for and an appreciation of the potential benefits of greater collaboration and interaction in solving a range of community problems. This does not mean that all interested parties must perceive the same set of needs:

--some leaders might stress the need for greater coordination in the area of economic development;
--others might feel that priority should be given to overcoming lack of adequate funds for public education;
--still others might identify the plight of the economically disadvantaged or target minority groups as most critical.

In some cases, where underlying community problems are particularly controversial, the needs which initially are expressed may appear to be relatively "superficial" ones. This may suggest that a temporary postponement of major problems would be the most effective strategy to follow --so that community leaders can first establish linkages and trust relationships as they deal with less "loaded" issues. The key to council success lies not merely in identifying needs, but in the prioritizing of issues and developing a strategy and timetable for action appropriate to the political climate in the community.

IDENTIFYING PROBLEMS AND APPROPRIATE STRATEGIES TO MEET THEM

Several techniques can be used to clarify community needs, and once again, some are more appropriate in one community than in another:

	ADVANTAGES	DRAWBACKS
FORMAL NEEDS ASSESSMENTS *written, door-to-door, phone or other surveys of either random populations or key community leaders (particularly private sector)*	*More "scientific" and measurable in validity*	*Can be threatening or perceived as needlessly costly, "bookish" or time-consuming; stresses opinion, not insight; may obscure or distort by too many uniformed views*
INFORMAL NEEDS ASSESSMENTS *concensus statements elicited at informal open forums or meetings ...generally sponsored by some popular private sector group to minimize conflict or suspicion; or confidential interviews with key community leaders*	*Less threatening and a possible public relations tool to build council support; may tap more creative thinking*	*Not as scientifically accurate as more formal surveys; some key but controversial issues could go unarticulated*

Typical needs and problems derived from such assessments have included such highly specific things as "more and better career information for youths and adults" or "increased economic development activities." Problems may also be less defined, such as a need for greater "dialogue" among various community groups. In attempting to prioritize specific needs, consideration must be given not only to which issues are most important, but also which problems are most likely to generate initial concensus and which could establish collaborative patterns that in turn could lead to joint action on more controversial issues.

In the case of the Gratiot county council, for example, leadership in the area of joint economic program development was probably one of the most significant contributions of the council. This issue was sufficiently controversial, however, that the problem never even emerged early on --except indirectly in the council leadership's decision to host an annual forum on employment. Instead, council programs focused on employer criticisms that high school youth were not able to make informed career decisions, develop good work habits, or compete for employment. The WEC's first large-scale program was a career exploration day and the second, a mock job interview workshop. Substantive economic development activities came much later.

> *In short, councils and their communities must set their own timetables and agendas for action--based on an expressed or instinctive knowledge of local problems and biases.*

BEGINNING ISSUES FOR RURAL COMMUNITY COUNCILS

The section below deals with some of the most common general problems facing rural communities and some of the political considerations that might arise when choosing which specific agenda to adopt initially and which issues to reserve until a collaborative community relationship has been more firmly established. Here, in outline form, are the five general problem areas and a few of the specific projects which rural work-education councils have developed successfully in response to such identified needs:

CAREER EDUCATION
- *Career Exploration Days & Job Shadow Programs*
- *Manned Job Fairs*
- *Mobile Career Exhibits*
- *Speakers Bureaus*
- *Consumer & Other Life Skills Programs*
- *Employability Skills & Mock Job Interviews*
- *Human & Media Resource Banks*
- *Locally-oriented Texts & Training Module Development*

ECONOMIC EDUCATION
- *Business-School Dialogue Programs*
- *Business-Industry Appreciation Days*
- *Entrepreneurship Training Programs*

INSTITUTIONAL DIALOGUE
- *Educator-Business-Industry Exchanges*
- *Business-Industry Appreciation Days*
- *Community Forums*
- *"Brown Bag" or Breakfast Meetings*

INFORMATION BROKERING
- *Curriculum Need & Related School Surveys*
- *Economic Development Data Gathering*
- *Labor Force Need & Mobility Surveys*
- *Newspaper or Cable TV Forums*

ECONOMIC DEVELOPMENT
- *Researching & Writing Community Plans*
- *Establishing Joint Economic Development Groups & Strategies*

CAREER EDUCATION

Particularly in states like Michigan where Career Education is mandated by law and where fewer and fewer funds are currently available to implement such programs, this issue can be an effective rallying point for some highly diverse segments of the community in rural areas.

Schools, faced with declining enrollments and funds, need to look for more participation from the community as a whole (especially business) in order to successfully carry off a career education agenda. If the population at large or private sector employers in particular have traditionally had bad relations with the local schools (for whatever reasons), career education can be a non-threatening issue to promote greater dialogue, involvement, and support. CETA agencies and other community training organizations can focus on this common issue to maximize and share limited financial and other resources with the schools.

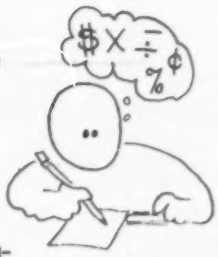
In Gratiot and Clinton counties, the councils gave high priority to career education. Initially, they organized business-industry resource banks to give students more exposure to career options and a more realistic look at the working world. Later, these exploration programs were expanded to include many different types of "career education"--including job application practice, in- and out-of-school contact with community role models, career role playing, and other exploration experiences, and specialized programs for minorities, disadvantaged youth, and adults involved in CETA programming. Isabella county's WEC followed this pattern, selecting outside-the-classroom career exploration programs as its first project.

> *Some employers initially shy away from involvement with economically disadvantaged or non-traditional youth and adult learners. In part, this is out of fear of the unknown and partly it is due to the assumption that only the most motivated of students were "worth" any investment of time and energy.* If such employers are able to experience a number of successful programs involving highly motivated youth, participation can generally be extended to so-called "problem" learners, adults, and children in the lower elementary grades.

Employers can be motivated to risk involvement in career programs if they can appreciate the benefits to their companies in building a work force that has made career choices on an informed basis. Critical also is the willingness of work-education council staff to develop materials that can aid companies in dealing with specialized target or problem groups so that employers can effectively and confidently relate to such individuals. Companies which have had successful experience working with such targeted groups can also be helpful in persuading reluctant colleagues to attempt such involvement.

***IN SUMMARY:** Career Education is a relatively "safe" issue around which to structure initial community collaboration. It is broad enough to encompass a whole range of "Life Role Competency" issues: from career exploration and decision-making to consumer education and training for family and citizenship responsibilities.*

ECONOMIC EDUCATION



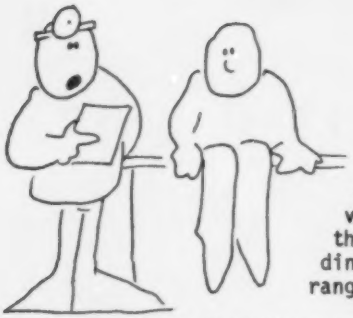
Lack of effective school-community-agency dialogue has led some segments of the business community to believe that young people and educators have little understanding of the economic issues and problems facing business...which can contribute to unproductive work habits and attitudes on the job. Some business leaders resent unionization of teachers as evidence that a hostile relationship exists between schools and employers in a community. Some educators, in turn, feel that local employers are mainly concerned about profits and very little about the well-being of their employees or the community.

> *In such a climate of mutual distrust, economic education and dialogue programs can become effective major priority agendas for work-education councils: a strategy to bring students, public and private sector employers, teachers, and community agencies into closer relationships.*

In Gratiot county the work-education council found that the issue of economic education was a strong priority with private sector representatives early-on in the council's development. But the issue was sensitive enough for both educators and businesses that actual program development in this area was delayed several years until less controversial career-related activities had been successfully implemented. Working together in a less politically "loaded" climate and with a deeper sense of mutual trust, council staff along with the Chamber of Commerce and area educators were able to develop locally-oriented materials and a format that made the program a positive, rather than a negative force in the community.

With the changing local and state employment picture in recent years, Gratiot students themselves asked for the dialogue to be expanded to include "entrepreneurship" workshops between business-student-teacher participants to help increase employment options for youth who wanted to remain in the community, but where the only viable option to do so was to start their own business. Junior-Achievement-type "in-school industry" curriculums were also developed collaboratively by council staff and several Gratiot school systems, at elementary as well as junior high levels. Staff is also experimenting with introducing entrepreneurship components into CETA programs.

IN SUMMARY: *Economic Education can be an extremely powerful rallying point for the private sector, but could be threatening to educators if approached in too polemical a fashion. CETA, the schools, and other training agencies could derive great benefit from such programming if stress is placed on entrepreneurship training to increase employment options for youth and adults who might otherwise find it difficult to be absorbed into the local rural economy. Such training can even be valuable for future employees if they can gain increased empathy with their employers and increased motivation to learn a job. An ideal compromise might be to fuse an "issues-oriented" format with practical entrepreneurship skills training.*



INSTITUTIONAL DIALOGUE

Economic and career education programs indirectly engage educators and the private sector in dialogue, through their emphasis on student learning. Other types of activities can be used to directly intensify and improve relations between the various sectors of a rural community: with the hope of improving program content, coordination, and broadening input into a wide range of decision-making and planning.

Council meetings themselves can be valuable for promoting dialogue--more so than traditional governmental or school board meetings which tend to polarize constituencies. But occasions often need to be sought for widening that dialogue to greater constituencies or focusing attention on specific issues. Gratiot, Clinton, and Isabella councils all have participated in some form of special dialogue program:

--regular "brown bag lunch" or breakfast meetings that bring together key agency and community leaders around specific issues;
--lunches or breakfasts held in conjunction with career programming or community events to bring together the broadest possible community representation, united around a common goal;
--exploration programs that encourage educators or agency personnel to spend time on the job in the private sector and vice versa to promote greater mutual understanding.

Such events can affirm and strengthen the sense of collaboration among highly diverse segments of a community, as well as increasing broader input into specific private and public sector programming.

IN SUMMARY: Individual and group dialogue techniques which foster genuine, non-threatening interaction on a regular basis can be vital to promoting collaborative relationships in a community. Warning: If forums are perceived as politically-motivated, the project will probably not accomplish much. Teachers must not feel involvement of private sector representatives in the classroom is intended as a "spy-mission." Companies must not feel teachers are asking for their involvement only to avoid teaching certain materials.

INFORMATION BROKERING

Given the severe understaffing in many rural agencies and the absence of adequate travel funds or modern computer or other communication resources, lack of access to vital data is becoming an increasingly serious problem. Concern needs to be given in all area of planning, information gathering, and dissemination to serve those who are training in order to remain in their rural communities, as well as for those hoping to relocate in areas with more plentiful employment options.

Schools cite lack of adequate local employment data as causing grave problems in revising and reprioritizing vocational programs and school curriculums in general. CETA and other training institutions point to the need for more private sector data regarding specific current and projected skills needs. Economic development groups face problems in planning and strategy development without sufficient local up-to-date demographic information.

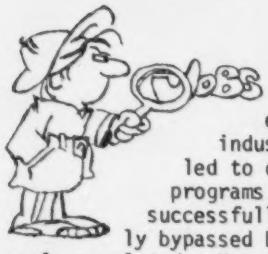
> *The information brokering process is not without controversy. While schools may realize that students should have the right to be educated to leave as well as remain in a community, administrators justifiably fear a population drain that could result in school funding cuts. In turn, CETA staff recognizes that some employers might hope that training programs are limited enough that they in effect "chain" employees to a specific firm with little hope of mobility or advancement. Unbiased demographic data, similarly, could lead economic development directors to make decisions about local project funding that would be highly unpopular politically.*

Despite the potential problems, the benefits of information brokering to a community ultimately far outweigh the difficulties. All three rural councils involved in this study are currently engaged in both local and regional surveys of existing services in order to more effectively coordinate placement and training services in the mid-Michigan area. The oldest of the councils, in Gratiot county, has conducted numerous demographic surveys over the years for educational and industrial development purposes. The council researched and wrote county plans for many years and carried out periodic school-related surveys regarding private sector hiring criteria and skills needs...at times on its own initiative, at times at the request of other agencies.

The need for information brokering in rural areas extends to communication with the public at large as well. Gratiot county's council has experimented successfully with cable television and videotape production as a means of disseminating information about key community issues, programs, and labor trends. The Clinton council has experimented with a career newsletter geared to a statewide readership. Gratiot staff has used its local newsletter over the past years to recruit new council members, expand awareness of needed programming, and help place job-ready CETA and other agency trainees.

IN SUMMARY: In their capacity as "neutral" community forums, work-education councils are in a unique position to function as clearinghouses for information to a wide range of community organizations and agencies. Since information brokering is at the heart of a community's ability to compete for grants, plan programs effectively, and function as a cohesive, politically-effective unit, this role is one of the most important priorities a council can have.

ECONOMIC DEVELOPMENT & EMPLOYMENT GENERATION



In many rural communities, this issue is potentially the most critical to all agencies involved in employment and training programming. Rural economies in Michigan, for example, are frequently closely linked to the auto industry and the resulting lack of diversification has led to chronic rural unemployment problems that training programs alone cannot hope to solve. Even in states with successfully diversified economies, rural areas are frequently bypassed by state level economic planning--especially if sparsely populated. Yet rural areas with access to transportation may be ideal for small-medium employers who can there play a more pivotal role in the community.

Developing an effective industrial expansion program in a rural community includes: *1) overcoming local rivalries in order to pool the dollars needed to stimulate expansion; 2) dealing with worker compensation and other policies which tend to restrict employment expansion in general in a state--by finding alternative local incentives if necessary; 3) finding ways of stimulating greater entrepreneurship that could enable individuals to remain in a rural community by being self-employed rather than by competing for limited job openings with established companies; 4) finding ways to diversify rural industrial basis--particularly by encouraging smaller plant development compatible with existing infrastructures and, where possible, related to local agricultural production.*

All these things demand time and a high level of sophisticated, collaborative effort if a community's industrial base is to expand. Time, unfortunately, is what many rural youth graduating from high school and employees on limited CETA and other public assistance programs do not have. It is rare that a community can absorb them all short-term, particularly during periods of national economic recessions.

> *Yet in many rural areas, employment and training programs like CETA continue to focus solely on job training, experience, and placement programs--to the exclusion of actual job generation and economic development activities. Schools often avoid involvement in such programs as well. Rural communities often further contribute to their problems by carrying rivalries of local athletic teams over into the industrial arena: with individual small towns and villages vying with one another for industrial clients instead of developing coordinated regional approaches to economic development. Formation of unified development organizations and strategies such as client-sharing by local realtors and governmental units are essential to breaking this self-defeating kind of competition.*

Work-education councils can play a critical role in helping end local parochialism and reluctance to address this issue. Gratiot work-education council staff maintained both low and high profile involvement in economic development activities for many years: researching and writing the county's economic plans, encouraging formation of a unified development group, and serving in a leadership capacity on the Board once such a group

was established. Both Gratiot and Clinton WECs also developed odd-job employment programs to create work experience for unemployed youth in particular and meet short-term employer needs--a program later expanded to four other counties, including Isabella. The three-county work experience profile project discussed later in this Manual is an important step toward finding regional mechanisms for recording and validating work experience, facilitating greater labor force mobility.

IN SUMMARY: Unified economic development programs can be highly controversial issues in rural areas, but ultimately, it is this activity which is essential to ensuring community survival. Work-education councils can be highly effective as the "risk taker" willing to encourage CETA, school, and community involvement in such activities.

BUILDING STRATEGIES TO MATCH GOALS

Once key community leaders have provided input into the kinds of issues and agendas of importance to a rural area--both long term and short range--the question needs to be addressed, "How to achieve these goals?" The decision to form a work-education council is itself a basic choice of strategy: using a broad-based collaborative body to solve community problems. Beyond that, a council might adopt various strategies for realizing specific goals. Council leadership needs to carefully consider the advantages and disadvantages of adopting one or more of these roles in their own specific rural community:

--*Serving as a Catalyst: either developing and then spinning off specific projects to existing community agencies or by acting as a kind of "sparkplug" or base of support to encourage existing agencies to engage in a specific needed community activity. Model development, facilitating, coordinating, and stimulating activities on the part of council leadership are strategies which have been successfully used to influence existing community agencies to expand their missions in this way.*

--*Serving as a Resource Broker: including locating funds, conducting demographic research, developing human and other kinds of community resource networks and banks, providing technical assistance by council staff are all methods which have been used by councils to encourage policy changes or program development by existing agencies in a community. This could also include providing needed feedback to agencies and institutions.*

--*Acting as an Implementor: actually developing and running programs where no other community organizations are in a position to do so. Councils may find it necessary to function as implementors where agencies or groups face severe funding or staffing constraints, or where existing leadership is unwilling to assume responsibility for relatively high-risk projects. Council implementation of a given program can be politically necessary and effective from a financial point of view if individual groups might be willing to work together and pool resources for a given activity only if a neutral, non-traditional agency like the council is functioning as the lead organization. This role tends to dominate more in rural areas than in urban communities.*

In all of these roles, work-education councils are augmentors rather than duplicators of existing agency functions or competitors with existing organizations and their perceived missions. Traditionally, the kinds of broad-based collaborative projects singled out by councils for inclusion in their action agendas are high-risk projects which require that existing agencies be willing to share power or resources or even integrate aspects of their own ongoing programs for the sake of greater impact and effectiveness. This can be threatening to some agency and community leaders. However, the council board can carefully adopt strategies and identify incentives which would persuade agencies to collaborate for their own sakes as well as for improved service to the community at large.

CHAPTER 3:
COUNCIL ORGANIZATION

There is no magic formula for organizing a work-education council and ensuring broad community support and representation. Certain basic organizational characteristics are essential, however:

- *--the council will eventually need to be an independent, incorporated organization;*
- *--whatever bylaws or board structure for governing the council are established, emphasis must be placed on developing as representative and balanced a leadership as possible;*
- *--as much as possible, governing board members should be chosen who "wear multiple hats" in the community (to strengthen their effectiveness), yet who see their council membership as important for them and their other responsibilities;*
- *--the council needs to have fulltime staff whose responsibility it is to implement the priorities set by the board.*

Since many rural and urban councils around the country develop human resource banks in the course of developing specific programs, this large network of supporters can be considered to be a kind of membership-at-large of the council. This membership-at-large, in turn, can be broken down into a number of specialized governing groups: *1) non-voting membership which contributes time, financial, and other support to various council activities; 2) a relatively small Board of Directors which meets monthly or on some regular basis to set policy guidelines by which council staff and task groups operate; 3) task group or task force members and leaders who assist staff in a leadership capacity in carrying out specific programs.*

While it might seem tempting to charge membership dues or fees in order to raise funds for the council, this practice could eliminate from participation many individuals or groups who donate lavishly of their time, but cannot participate financially. Tying influence of council members to financial contributions can also jeopardize the council's status as a neutral community policy-making and action organization.

Following are the governing patterns developed by the Gratiot, Clinton, and Isabella councils and some of the rationale behind these differing organizational structures:

	GRATIOT WEC	CLINTON WEC	ISABELLA WEC
MEMBERSHIP-AT-LARGE	*Resource bank of 1200 (individuals from ca: 300 firms)*	*950 members in resource bank, includes retirees*	*Resource bank at 400*
GOVERNING BOARD	*18 members: 2 each from ag, business, industry, govt., labor, plus 6 regional members from county school districts (CETA, CBO representatives such as Chamber are ex-officio)*	*5-7 members (4 currently are retirees from schools or private sector)*	*18 members: at least 9 organizational, 3 individuals, 6 educational (1 from each school district)*
TASK FORCE GROUPS	*5: Career Ed, Economic Ed, School-Community Dialogue, Full-Employment. Non-voting, but responsible for steering program implementation.*	*Arts Board (16 members); WEC Board (12), 6 from private sector; Retiree Center Board (19)*	*3: Finance, Programs, Community Relations*
STAFFING	*Originally volunteer, then 2 paid fulltime. Staff has run as high as 12.*	*1-10 depending on funding*	*3*

Gratiot council governance grew out of desires for broad representation, with balance among various major occupational groups and also regionally among the six school districts in the county. Cash contributors have no special membership status. Task Force leaders are non-voting on the Board, but have great influence in their roles as program implementation coordinators. Career and Economic Education Task Forces are traditionally headed by private sector members; School-Community Dialogue by the Intermediate School District Career Coordinator; Full-Employment by the school Vocational Center Placement Coordinator. Community-based-organizations and agencies such as CETA and the Employment Security Commission are in close liaison and contractor relationships with council staff: they sit on the Board ex-officially and exert influence as advisors to the Board and on Task Force committees. This was done intentionally to stress the private sector nature of the council's governance. The new 1981 bylaws are less rigid in specifying occupational balance than were the original bylaws from 1974 and 1976 (Board balance in the chart above reflects the traditional pattern, now open to some revision).

Clinton's council chose a slightly different organizational model: with the decision-making body kept much smaller and with breadth of representation coming through the Task Force structure. Intent was to maximize flexibility. Isabella county chose the 18-member Board model, but with balance less rigidly defined than in the case of the original Gratiot bylaws.

Each rural community must choose an organizational structure that fits its individual political situation and that ensures that the breadth of representation is there that will be needed to build community support.

BY-LAWS, TAX STATUS, INCORPORATION

A main consideration in developing bylaws is allowing enough flexibility for future growth, yet including the specific clauses necessary to gain Internal Revenue Service tax exempt status. The most favorable Federal tax status for work-education councils seems to be IRS-501 (c) (3) for non-profit educational corporations.

On pages 17-18 are outlines of the bylaws used by the Gratiot and Isabella councils in order to give some idea how such bylaws can be constructed. Key to ensuring IRS tax exempt status approval are the clauses underlined in Article I (section 3). Article VII of the Gratiot and Isabella bylaws, describing procedures for Amendments to the bylaws is not included here. Article VIII, however, is equally important as Article I for IRS purposes:

> *Dissolution Provisions: In the event of dissolution of the Council, all assets, real and personal, shall be distributed to such organizations as are qualified as tax exempt under section 501 (c) (3) of the Internal Revenue Code or the corresponding provisions of a future Internal Revenue Service law.*

When filling out state incorporation papers, the dissolution clause as quoted here and the statement of purpose as stated in Article I (section 3) must be clearly spelled out again.

Enumerating the nature of proposed programs--including an anti-discrimination clause--and assuring IRS that any and all assets will revert to another "501 (c) (3)" organization is essential to demonstrating the non-profit nature and intent of the council. Should your council have problems with IRS regarding incorporation, the bylaws, or tax status, asking a local attorney to donate services for a minimal fee to clarify the problem in person can save much anguish and delays. To file incorporation papers, contact your state's Department of Commerce. Usually, incorporation forms must be filed annually.

The whole issue of tax status can be important to funding of a council. With an IRS-501 (c) (3) designation, councils can avoid paying sales tax and tax on phone calls, pay lower postage rates, and above all, contributors to the council can receive tax credits for their donations. Some companies (such as telephone companies and the post office) may demand further forms be completed before you qualify for the exemptions or lower rates, but the effort is worth it. Staff will also need to ask donors what kind of validation forms or letters they require when making cash or in-kind contributions.

MEETINGS OF COUNCIL BOARD, MEMBERSHIP-AT-LARGE, TASK FORCES AND OTHER COMMITTEES

In structuring a work-education council's programs and meetings, it is critical to stimulate strong input from as much of the community as possible without "burning out" key volunteers and supporters. Council founders need to have a clear picture of how they expect to generate and maintain support and input, maximizing use of individuals' skills and time.

BYLAWS

ARTICLE I (Name and Purpose)

Section 1
The name of this organization shall be the _____. It is hereinafter referred to as the Council.

Section 2
The Council shall be a non-profit corporation chartered under the laws of the State of _____ and its prime purposes are educational in nature.

Section 3
The purposes or purpose for which the corporation is organized are as follows:

To be organized and operated for charitable purposes for the advancement of career education and related educational fields by serving to supplement public education programs of the community by conducting seminars, workshops, and other programs which will help students select a career field and ultimately enter the working world. The Council is organized and operates within the meaning of section 501 (c) (3) of the Internal Revenue Code, with the educational benefits to be offered to all who participate in the Council programs on a basis non-discriminatory as to race, sex, handicap, age, economic status, creed, religion or national origin.

Section 4
The Council will pursue these goals by encouraging cooperation between officials of agriculture, business, education, government, industry, and labor. Promoting the donation of personal time and knowledge, equipment, materials, money, and other donations having educational value; by conducting special programs, holding meetings or seminars for students, teachers or school administrators or the general public; by advising or consulting with agriculturalists, businesspeople, industrialists, government officials, labor officials, and educators of all types; and undertaking such other action and activities as shall be deemed advisable by the Board of Directors.

ARTICLE II (Membership)

Section 1
Membership shall be sought primarily from representatives of agriculture, business, education, government, industry, and labor, and appropriate agencies or organizations from _____ County, (State) and the greater service area of (part of the state).

Section 2
Memberships shall consist of the following types:

a) Organizational memberships shall include corporate or other forms of organization engaged primarily in the fields of agriculture, business, commerce, manufacturing, transportation, service, professional, labor, governmental and educational. THE PRIMARY PURPOSE OF ORGANIZATIONAL MEMBERSHIP IS TO INSURE THE BROADEST POSSIBLE COLLECTION OF EXPERTISE IN ALL AREAS WHICH ARE RELATED TO THE BASIC OBJECTIVES OF THE COUNCIL. Each organizational membership shall be conferred upon approval of the Board of Directors and shall be entitled to one vote (at the annual meeting).. Said approval shall be based upon the sole consideration that the identity of the proposed organizational membership is not presently represented by a membership.

b) Members at large shall consist of any individual who has committed to volunteer time, knowledge, equipment, money or service to support the objectives of the council. Each member at large shall be entitled to one vote (at the annual meeting).

ARTICLE III (Fiscal Year)

Section 1

(...define the fiscal year, either based on the calendar year, school fiscal or program year, or the Federal calendar. Choosing the most appropriate accounting calendar can greatly simplify council reporting).

ARTICLE IV (Membership Meetings)

Section 1

(...specify day, week, month for annual meeting; also notification procedure. Posting an ad in a prominent newspaper and in the council offices is acceptable. Direct mail notices are not required unless date changes. Annual meetings can be used to elect directors and to hold open forums on council objectives for the ensuing year).

Section 2

(...allow provisions for special meetings to be called by the President with Board approval. Usually require written notices to members 10 days in advance).

ARTICLE V (Board of Directors)

Section 1

(...specify number of Board members, to be elected by majority vote from the eligible voting membership for a term of ____ (commonly 3) years, with staggered terms. Members may be re-elected. Further define nature of Board: number of regional, occupational, etc. representatives).

Section 2

(...describe Board nominating process. President usually appoint committee with at least 3 members, the majority of whom are not on Board. General membership should be able to propose nominees to Board with 30-day notice).

Section 3

The Board of Directors shall be the governing body of the Council and shall manage all affairs of the Council including appointment of the Executive Director, other support personnel, and such committees, etc. as is deemed necessary to accomplish goals. *(...define voting quorum).*

Section 4

(...define Board meeting schedule, monthly or as needed, with due notice by President).

Section 5

(...majority Board vote needed to accept Board resignations, appoint replacement to fill out term).

ARTICLE VI (Officers)

Section 1

(...most councils have traditional President, Vice-President, etc.)

Section 2

(...officers usually elected for 1-year terms in elections after annual meeting. May be good to limit Presidents to 2 consecutive terms).

Sections 3-6

(...define duties of the officers, including leadership, clerical and fiscal reporting).

Section 7

The President shall implement and carry out all programs and objectives established and approved by the Board. The Executive Director shall be hired to serve at the pleasure of the President and with the advice and consent of the Board. The Executive Director shall be responsible for all day-to-day operations in carrying out the programs and objectives and shall report through the President to the Board. *(...make provisions for Standby Emergency or Executive Committee to aid President upon request).*

--the Council Board itself should probably meet as a group no more than once a month, once the initial organizational meetings are out of the way. The Gratiot council also suspends these monthly meetings in the summer when programmatic activities are less hectic in order to give Board members a rest. (Staff, in that case, uses the summer to regroup and overhaul old or develop new activities based on "marching orders" and priorities given by the Board at the May meeting).

--The Gratiot council found it necessary to develop a separate executive committee from within the Board membership to meet more frequently if requested to do so by the President to resolve specific crisis issues related to "interpretation of the policies, programs, and objectives of the council." The Committee and President then report any action to the full Board at its next meeting so that the actions may be modified, rejected, or rectified as needed. (Bylaws, Article 6, Section 7)

--In addition, all three councils have special Task Forces or committees to deal with specific program development. These groups meet infrequently or regularly depending on what specific activities are being developed at any given time. Task Force groups are also useful in expanding the base of input into council programming, in that the members of these groups do not have to be governing Board members.

--Membership-at-large meetings probably are relatively infrequent: either formal meetings once a year or occasional informal breakfast or luncheon meetings in conjunction with specific programs as a kind of public "ritual" reaffirmation of broad community involvement.

Length of meetings is equally as important as frequency. Most private sector representatives prefer meetings to be short and snappy: an hour to an hour and a half, at most. If meetings are brief, attendance is usually better and participation more enthusiastic. By holding meetings at breakfast or lunch, business people tend to be able to get away more easily and there is a natural time cut-off of about an hour for people to get back to work. If travel costs are a factor in remote rural areas, less frequent but longer meetings may be necessary.

Board members generally prefer to have packets containing agendas and other materials mailed to them prior to meetings so that they can come better prepared to discuss issues and make decisions. Such materials should be as brief and inexpensively produced as possible. One rural council Board member from the private sector characterized many agency packets as being too long-winded: if you can't boil it down to a page, there is frequently something wrong with the concept. Needlessly lengthy or complex reports tend to alienate members from the private sector, who associate such innundations of paper with excessive governmental regulations and red-tape.

CRITERIA FOR SELECTING BOARD MEMBERS

The quality and commitment of a council's governing Boards and Task Groups is probably one of the most single important factors in whether or not a work-education council will be successful in a given community. Following are a few criteria to consider when selecting this leadership:

1. Council Board and Task Force members need to be willing to give a high level of involvement to the council--which in some cases means faithful attendance at meetings, but in others might mean less regular attendance but a willingness to "go to the mat" for the council at key county commission, school board, or CETA meetings.

2. Council leaders need to be chosen who "wear as many hats as possible" to maximize the representativeness of their voices on the council governing groups. This kind of multi-faceted leader is often far more typical in rural communities, where a key business leader sits on the school board and may be on key governmental or other community committees. These very leaders tend to be the most over-extended in terms of memberships and commitments elsewhere, but can still have a tremendous impact on a council as a result--if they are willing to give this priority or recognize that their other responsibilities and the WEC's agendas are actually inter-related.

3. Particularly in choosing industry members, the seniors executives are often not necessarily the strongest choices as council governing Board members. If corporation presidents give their support, younger mid-level management from these firms might actually be better Board representatives: those with youngsters involved in the schools and more personal stakes in many of the issues the council will be considering.

4. Finding representative union officials in rural communities can be difficult, given the conservative biases of many other community leaders and an isolationist stance on the part of some union groups in rural settings. Urban areas, where unions tend to be larger and have paid fulltime leadership, find it easier to involve unions in membership. If corporate leaders are reluctant because of contracts to release union members for participation in council activities while on the job, some councils attempt to involve such union members on a voluntary basis on their own time or need to rely on other techniques for getting union input and involvement. Since the degree of unionization is often less and the controversy over their presence greater in rural areas, some WECs may find it advisable initially to down-play this entire issue.

5. Some private sector members will lose interest if the council governing Board becomes too "agency-oriented." Employment agency and school leaders have a very direct motivation for attending Board meetings; in the case of the private sector, reasons for involvement are often more subtle and more personally costly...attendance

by a self-employed business person is likely to be costing that individual dollars in sales, whereas a school superintendent can link participation more easily to personal gain for his or her school system. The more private sector individuals feel that this is "their council," the stronger their support will tend to be. This sense of strong personal private sector identification is not inconsistent with a need for balance in that agency representatives are naturally more likely to be involved in shaping implementation of council programs. Initially, stress on contact between educators involved in the council and business/industry leaders can often be more persuasive and less threatening than CETA or other agency overtures, particularly if local business has a strong anti-governmental bias.

6. *In the effort to find powerful council leaders, it is important to insure that the governing Board does not become an exclusive "club" --with little or no turnover or input from community minority interests.* The council should, in its own self-interest, maximize efforts to stimulate, not stifle broad input and involvement.

COUNCIL STAFFING

Choice of staff is critical. For a council to develop a hard-hitting action agenda yet maintain a reputation for neutrality and fairness requires personnel who are highly motivated, diplomatically astute, have a strong sense of organization, and are able to communicate well.

Most councils begin with a staff of two: a director who can both organize and act as a program implementor, and a secretary-bookkeeper-administrative assistant who can function both in traditional clerical roles and become involved in program implementation as needed. A fulltime program assistant--if the council can afford it--who helps share in activities development can be invaluable.

The role of director tends to be highly complex: ranging from grant-writer to program organizer, overseer of council financial and membership record-keeping, public relations director, representative of the council on key community boards, and developer of surveys, instructional, and other program materials as needed. It is a sensitive, highly-political position--demanding patience, tact, and forcefulness as needed. All three council leaders in this study expressed the need to balance search for funds with programmatic responsibilities as the most frustrating part of the job: anywhere from 50-75 percent of a director's time becomes a search for funding for the council and related community initiatives. At least that much time is often needed for programming as well, creating a great deal of personal tension.

High quality support staff can assume major programmatic responsibilities and help a director maintain his or her productivity. As with most service agencies in rural areas, levels of pay tend to be low, which means that council staff have to be very highly motivated. Supplementing core staff with CETA employees or volunteers (retirees, college interns, etc.)

can be helpful, but high turnover and need to train such personnel continously can be frustrating to regular staff members. (Comparative Organizational Table, for the three councils in this study, shown on page 15, shows staff levels ranging from one to ten, depending on available funding...all without major program cuts)! Council staff positions tend to be excellent opportunities for talented young people starting their careers because of the high visibility, contact with people, diversity and insight into community political processes.

Businesses and agencies supporting the council can be helpful in relieving staff shortages, by assisting with council payroll or financial record-keeping, releasing staff to aid in specific projects, or donating legal and/or clerical assistance on a regular basis. *Some councils have actually regularly accepted offers of parttime or fulltime release staff from other agencies or companies...but this approach is not without dangers, particularly in the area of programming. Either consciously or unconsciously, such staffing may bring with it a tendency to control council direction based on the biases and/or priorities of the donor agency or company.*

Above all, council staff must temper a strong sense of commitment with a genuine "neutrality" and willingness to carry out the goals of the council leadership--to avoid letting personal biases impact on what a council does or chooses not to pursue at any given point.

BUILDING A SECURE FUNDING BASE

Nationwide, the most successful work-education councils tend to be "shoe-string" operations--accomplishing a great deal with very limited resources. The combination of high visibility and activity levels with extreme fiscal conservatism tends to enhance popular support for a council as a unique kind of community organization: particularly in rural areas where financial and human resources are often at a premium.

A core budget of $40-50,000 is the most any council in a rural community can realistically hope to generate, and most often must make do with a great deal less. Finding free office space, supplementary volunteer services for accounting or other staff needs, donated equipment, a "patron" to fund newsletter mailings or special projects can help reduce costs.

Possible cash funding sources include everything from CETA Title VII (Private Industry Council/Private Sector Initiative Program) monies to formula contributions from 1) agencies, 2) business-industry, 3) local governmental revenue sharing funds and other monies, 4) labor contributions. The Gratiot council, for example, has used everything from local HUD "Block Grant", US DOL, State Department of Education and Labor, National Alliance of Business, local CETA (Title II, IV, VI, VII) monies, business-industry-labor donations, and has regularly elicited a pledge of $.50 per student contingency fees from the schools to meet local budget needs. The Clinton council has utilized State Department of Labor and Education, Mott Foundation, Tri-County Office on Aging, State Energy Administration and Council for the Arts, and local CETA program funds, as well as service fees.

The more balanced a funding source the council has, the less vulnerable it is to biased control and potential demise should given programs go

unfunded. This kind of "cafeteria" funding, however, is difficult to obtain in that it implies a heavy time commitment on the part of the director to fund-raising activities...a demand which can be in conflict with the need for programmatic involvement. Similarly, while heavy reliance on in-kind contributions of equipment, office space, materials, and staff time from the private sector can be essential, this can become burdensome if heavy programmatic demands are also made on the same private sector contributors.

CHAPTER 4:
THE COLLABORATIVE PROCESS AT WORK

TIMETABLE FOR COUNCIL AND PROGRAM DEVELOPMENT

Planning and action must go hand in hand in developing a council. Planning without action can paralyze and action without planning can limit a work-education council's relevance. Councils which become excessively entangled in organizational issues tend to lose momentum at a very critical stage in their development. Within six months or even less, all three Michigan councils included in this study were engaged in collaborative activities of one kind or another and had done most of the preliminary key organizational work: including bylaw writing and initiating incorporation procedures, choosing a board, and selecting key volunteer or paid staffing to engage in specific program activities.

The chart on pages 24-25 breaks down program and organizational development on a month by month basis for the first years of the Gratiot, Clinton, and Isabella councils, and then shows how yearly the councils sought to expand their missions. Such a breakdown is intended as a rough bell-weather for other rural communities as they attempt to set their own timelines and priorities.

> *Council leadership must be aware that in rural communities with relatively strong traditions and stable leadership groups, the more controversial kinds of changes will of necessity come fairly slowly. However, it is important for the council to establish early-on that it is concerned for action, not just debate and that resource mobilization around many issues is possible within a short period of time. Developing an agenda with a balance of short and long term goals is essential in optimizing chances for making an action program implementable.*
>
> *If the council is unable to build this kind of reputation for action, there is a danger that it will be perceived as merely yet another advisory group and as a result will lose key community support.*

Once a council establishes a pattern of relatively quick, hard-hitting response to problem solving, the danger becomes one of over-extension. The more effective a council is, the more likely it is that various community leaders and agencies will turn to it for involvement in specific projects. Council leaders must carefully balance the need for broad, strong involvement with the finite limits of what a given staff and given financial resources can do.

PROGRAM AND ORGANIZATIONAL CHART

	YEAR ONE				YEAR TWO			
	Mo. 1-3	Mo. 4-6	Mo. 7-9	Mo. 10-12	Mo. 1-3	Mo. 4-6	Mo. 7-9	Mo. 10-12
GRATIOT WEC	Chamber & schools host meeting with 19 key community leaders to discuss WEC; group moves to begin WEC in city.	WEC incorporates. School supt. acts as 1st volunteer director. 1 city in county set as service base.	Recruitment of volunteers starts.	First Career Day held (300 12th graders; 30 employers) run by all-volunteer staff. WEC seeks CETA staffing funds.	Open Forum on employment held. CETA grant approved; 2 fulltime staff hired. Small local fund drive. Office space, etc. donated.	Volunteer recruitment. Develop & run summer Employability Skills Workshops for CETA non-CETA youth.	1st county-wide Career Day; Teacher-Community Exchanges held Career Interest Survey (Grds. 9-12). MDE Mini-grant approved.	2nd county Career Day. 1st in-school Employability Workshops. Volunteers at 359; staff at 2 full- & 2 parttime.
CLINTON WEC	Volunteer director proposes WEC, begins volunteer recruitment, seeks funds. Teen Jobs Program; summer/after-school Seminars begin.	Funding proposal developed & submitted to private Foundation.	Re-submitted proposal to 2nd Foundation; CETA grant application.	Incorporation procedures. CETA funds approved. 2 full-time staff hired.	Foundation funds approved; staff grows to 5. Volunteer Recruitment & Teens Jobs Club. Arts Council funds approved.	2nd year CETA/Foundation funds approved. Staff at 7. Jobs Club & school volunteer programs. Arts program begins.	YCCIP proposal submitted. Ongoing programs continue.	Begin YCCIP program. Staff at 12. Ongoing programs continue.
ISABELLA WEC	School representative meets with Gratiot WEC, visits Gratiot council Local meeting with supt. of largest Isabella school system	Attend MDOL/MDE state WEC meeting. Meet with Gratiot/Clinton WECs on 3-county project. School & Chamber Boards support WEC.	3 organizational meetings. Full Chamber & all county school superintendents approve WEC. Complete 3-county proposal.	MDOL/MDE funds approved for 3-county WEC project.	1st WEC Board meeting Exec. Board appointed; bylaws adopted. Volunteer recruitment begins	2 staff hired & office set up. Incorporation approved. Tax exempt papers sent in. Full Board appointed.	Board/staff in-service. Volunteer bank set up. Mass recruitment mailing. Gr. 9 & 11 Career surveys. 1st Career Day (50 students)	1st & 2nd Newsletters sent. Career Day for 4 schools. Planning for Business Dialogue. Ongoing volunteer recruitment.

PROGRAM AND ORGANIZATIONAL CHART

	YEAR THREE	YEAR FOUR	YEAR FIVE	YEAR SIX	YEAR SEVEN	YEAR EIGHT
GRATIOT WEC	Staff at 2; Network 550. 2nd Employment Forum. Wrote Economic Plan; hosted economic meeting. Began Dial-a-Speaker, 9th Grd. Job Tours, In-School Industries, Mobile Job Fair design,* Business Dialogue*; Employer survey. Produced PBS job skills videotape.	Staff at 4. Chosen as USDOL model. Granted USDOL & local HUD Block grant funds. Wrote 2nd County Plan & continued employer survey. Host for national rural conference. Piloted mobile Job Fair. CETA funds continue.	Hosted USOE Conference & served on ntl. Career Ed group. 2nd year HUD-USDOL funds. Continue all ongoing career & economic programs. Began Teen Odd-Job service, weekly Job Hunt & Careers Cable TV shows. PBS show on Rural Health Jobs*.	Volunteers at 780 & 3 full/4 part-time staff. 3rd yr. USDOL funds. Share-a-Work-Day Teacher/Community Exchange expands with NAB funds. Emergency adult job program to meet large plant closing crisis. Founding Board member of county-wide economic group. All Career programs continue & help start Teen Job Program in 4 counties. TV show stops for lack of funds. Career Fairs in 2 school districts; work on Economic & Biomed Career programs; Experience-Based Career Ed linkages to Community Ed, 4-H/Scout programs. Steps to spin-off Arts & start economic development projects.	Network at 1,000. staff peaks at 12. Begin CETA 4-week pre-vocational modules & wrote texts. Pilot Women in Work Force & EGS activities under CETA Title VII. MDE/MDOL grant approved. Job Fair redone. Wrote County Plan. Ongoing Career Days, etc. continue. Host national rural conference.	Staff at 5 with decreased CETA funds. Career Days, etc. continue plus CETA EGS & pre-vocational programs.
CLINTON WEC	Began Energy Project & Energy Surveys continue. Continue ongoing Teen Job Training, Arts, Speaker in schools. Staff 10.	Staff at 6. 4-H & Senior Citizen projects. High School Job Shadowing & Career Days. Arts, Speaker in Schools & Job Training programs continue.	150 Student Job Shadowers. 4-H, Arts, Speakers projects continue. Publish statewide Career Ed Newsletter. Ride-Sharing project piloted. Senior Center incorporated, spun off.			
ISABELLA WEC	Job Fair planning begins. Job Awareness & School/Business Dialogues start. Start Community Exploration program (including Job Shadowing).					

*using special funds from local Chamber, Bicentennial Committee, Michigan Health Council, etc.

The Gratiot council, for example, based the timetable for its "Job Fair" development initially on very limited staffing and resources, with a high use of donated materials and volunteer help...then after four or five months when greater funding resources became available, stepped up the pace at which the project was developed and completed. Similarly, as part of a national grant, the council was able to experiment with a model cable television program on employability. After a year that program had to be temporarily suspended due to inadequate funds and staffing. Because the model was highly successful, funds were eventually found to revive the project after a two-year hiatus.

In short, it is probably more effective to suspend programs temporarily if necessary rather than risk a poor performance--unless continuity is essential at all costs. Boards should also weigh the issue of fall-back positions when developing overall programmatic commitments.

BUILDING A HUMAN RESOURCE CLEARINGHOUSE

In order to develop almost any kind of action agenda, a work-education council will need to build a network of people who agree to participate in such a potential range of activities. Even in rural areas, where economies are often less diversified than in urban settings and where modest population size is a limiting factor, there is an enormous potential for building human resource volunteer banks.

Here are some tips for successfully building such human resource networks:

1. To expedite the process, build on existing community cadres and groups: such as service clubs and professional organizations. (In Gratiot county, initial impetus for such a network came by building on local Rotary clubs which had already committed themselves to working as career education mentors for the schools; Clinton council staff built initially on retiree organizations in the county).

2. Once a basic pool of volunteers has been identified, work with these individuals to recruit peers and colleagues from the community --both to broaden the expertise in the network and to ensure that original volunteers are not overused or "burned out."

3. Pressure from colleagues, concern for one's own youngsters who could benefit from many possible council activities, sense of obligation because a volunteer had him/herself been helped by a role model or because lack of adequate career education had led to uninformed career choices by the volunteer...a variety of motivations can be used to recruit new participants.

4. If recruits are reluctant to deal with certain types of programs, assure volunteers that you respect their limits, but try to avoid taking absolute "no" for an answer. It is possible to recruit more fearful volunteers for specific programs, build their confidence over a period of time, and then expand their involvement to fit a wider range of needs.

5. Never underestimate the range of volunteers available to even the most isolated of communities. By drawing on individuals' secondary skills or hobbies, utilizing contacts from out of the immediate area who have business dealings with local volunteers, and supplementing

the human resource bank with a purchased, donated, or locally developed videotape or other type of media bank, an extremely wide range of expertise can be made available for council programmatic purposes. With careful planning and pooling of funds, local youth can be bussed to opportunities outside the community as appropriate as well.

BROKERING AND MAINTAINING THE NETWORK, LOCALLY AND REGIONALLY

A variety of methods can be used to keep the records needed for a human resource clearinghouse so that the data on individual volunteers remains current and can be easily retrieved. The Gratiot council uses a cross-filed card system: with a separate file for individual volunteers in alphabetical order, a card file organized by career and skill groupings, and a file by employer or company with listings of all the individual volunteers and their skills by specific firm. Clinton county uses a computerized system that includes leisure time interests of volunteers as well as career skills. Isabella county is currently developing a system based on the Clinton model.

Computer retrieval systems have certain advantages in that it makes possible a sophisticated linking of client needs with appropriate information relating to community human resources, by their skills and experiences. It is important to take into consideration hardware and software costs, however, as compared to a less efficient, but significantly cheaper hand-sort card record-keeping system.

Regardless of how a clearinghouse retrieval system is organized, certain techniques of network brokering are essential:

--Councils need to keep detailed, up-to-date records of individual volunteer service and participation, including dates used and type of service rendered.
--Record-keeping needs to include limits set by volunteers on their willingness to serve: such as times unavailable, age groups or kind of program activity preferred, etc.

These details are essential to ensure that individuals are not overused or persistently hounded to participate in activities that do not interest them. Efforts should periodically be made to expand a volunteer's range of participation, but effective record-keeping insures that this recruitment is done systematically.

In the course of the MDOL/MDE CETA collaborative council project, the Gratiot, Clinton, and Isabella councils also came to grips with the issue of the need for regional council collaboration in the area of volunteer use and recruitment. The two older councils frequently found that by going outside their immediate geographic service area to a neighboring county, human resource availability was increased greatly...but if this were done indiscriminately, such resource "pirating" could greatly harm programming of the other council. As a result, first an informal and

then a formal resource-sharing agreement was developed as a model of how councils within a region could aid one another's programming and resource availability. Key aspects of this agreement were:

--That councils should not go outside their service sphere to to recruit volunteers directly, but rather should go to one another for expanding such resources;
--That councils should not fund-raise in one another's service areas, but rather attempt to develop joint funding activities where appropriate.

In short, the key to building an effective local or regional human resource network system is not merely in recruiting individuals, but in developing a system which rationally utilizes, but also protects these volunteers. Work-education councils can play a vital role in this process. It is not advisable to simply locate the volunteers and then publish some kind of directory that can be used indiscriminately by any and all agencies in the community. The council needs to assume an active responsibility for ensuring that no one volunteer is contacted too frequently or used for activities inappropriate to or wasteful of his or her talents. As a result, all three councils in this study--and many others nationwide--have found that council staff must take charge of the brokering process: recruiting volunteers, keeping service records, actually contacting volunteers about possible assignments in the community, arranging logistics, and following up with letters of appreciation. Unlike other agencies which have vested interests in consistently using the most accessible and obviously effective volunteers, councils can display the neutrality and foresight to insist that agencies share these resources and take the time needed to expand the base of employers and individuals involved in such programs.

SAMPLE HAND-SORT GRATIOT VOLUNTEER INFORMATION CARD

Smith, John WINTON-HAYNOR COMPANY 47 Wright Avenue Alma 48801	(517) 463-9999 (517) 463-2121 (home) Project Engineer Mech. Engineering, Physics

Program Served	*Date*	*Program Served*	*Date*
11th Grd. Career Day	9/30/79		
9th Grd. Job Tour	4/10/80		
DIAL-A-SPEAKER	5/23/80		
BUSINESS DIAL-	11/2/81		

Comments, problems, service preferences:

(517) 224-8285
P.O. Box 257
St. Johns, MI 48879

VOLUNTEER REGISTRATION

Serial No. _____

INTERVIEW DATE _____

NAME _____ PHONE (HOME) _____

ADDRESS _____ PHONE (OTHER) _____

TOWN/ZIP _____ SEX _____

EDUCATIONAL DEGREE _____

YEARS CURRENT JOB EXPERIENCE _____ YEARS EXPERIENCE _____

DATE OF BIRTH _____ SCHOOLING DEGREE (SSI) ____

LIST CAREER(S)						
MOIS CODES *(Office use only)*						
LIST HOBBIES						
IHC CODES *(Office use only)*						

PERTINENT INFORMATION FOR THE 125 LETTER DESCRIPTION *(Office use)*

_____

_____

_____

INTERVIEWER COMMENT: _____

_____

_____ Interviewer _____ Phone

(Note: MOIS Codes--the Michigan Standardized Career Ed occupational system--and the IHC--Interests, Hobbies, Crafts code developed by CRV--facilitate simple computer sorting procedures).

CAREER (VOCATIONAL) RESOURCE DIRECTORY

This is a list of the 378 occupations available from the Michigan Occupation Information Systems (M.O.I.S.).

The asterisk (*) that appears at the left of the occupation indicates that the C.R.V. file currently has persons who are in that category. Categories without the asterisk will be filled as C.R.V. receives the appropriate request.

Please call C.R.V. 224-8285 or mail your request to C.R.V. P. O. Box 257 St. Johns MI. 48879. If possible allow five or more working days to process and confirm your request.

* 29-Accountant
*325-Actor/Actress
359-Actuary
* 30-Advertising Agent
*272-Aeronautical Astronaut Eng.
360-Agricultural Eng.
*273-Agricultural Scien.
*261-Air Traffic Control
290-Aircraft Mechanic
*262-Airline Dispatcher
*263-Airline Pilot
358-Airport Manager
376-Alarm Systems Instll.
*229-Animal Caretaker
*344-Anthropologist
*345-Archeologist
*188-Architect
*346-Archivist Curator
249-Asbestos Instll. Wrk.
* 1-Assembly Line Worker
*218-Assessor, Controller and Tres.
359-Astronomer
*183-Athlete
*326-Author
291-Auto Accessories Installer
*154-Auto Body Repairer
*155-Auto Mechanic
*245-Auto Parts Serv. Clerk
*246-Auto Sales Worker
*247-Auto Serv. Advisor
* 66-Baker
* 31-Bank Teller
* 67-Barber
* 68-Bartender
*219-Bill/Account Collect.
* 32-Billing Clerk
*138-Biological Scientist
373-Biomedical Engr.
365-Biomedical Equip. Tech.
*201-Blacksmith
202-Boilermaker
*203-Bookbinder
* 33-Bookkeeper
* 34-Bookkeeper/Bill. Mach. Opr.
274-Botanist
204-Bottling/Canning Opr.
*113-Brickmason/ Stonemason
*275-Broadcast Technician
* 69-Building Inter. Clener.
* 35-Building Manager
*114-Bulldozer
*130-Bus Driver
* 36-Buyer
*115-Cabinet Maker
37-Calculat. Mch. Opr.
206-Calendar Operator
*116-Carpenter
117-Carpet Installer
* 38-Cashier
*118-Cement Mason
*227-Cement Mfgrg. Work
372-Ceramic Engineer
*139-Chemical Engr.
140-Chemical Tech.
141-Chemist
*318-Child Advocate
* 70-Child Care Worker
*303-Chiropractor
*319-City Manager
*142-Civil Engineer
*184-Clergy
* 39-Clerical Supervisor
156-Climate Control Mechanic
*164-Clinical Tech.
* 71-Clothing Maker
72-Clothing Presser
241-College Administr.
* 97-College Instructor
*327-Commercial Artist
2-Compositor/ Typesetter
* 40-Computer Operator
* 41-Computer Programmer
*157-Computer Serv. Tech.
* 42-Computor Systems Analyst
*250-Construction Inspector
*119-Construction Labor
*120-construction Painter
* 73-Cook/Chef
*336-Coop Extension Serv. Worker
*220-Copy reader/ Proof Reader
* 74-Cosmetologist
*185-Counselor
* 43-Counter Clerk
352-Court Reporter
*121-Crane, Derrick and Hoist Opr.
221-Credit and Collection Manager
* 75-Crossing Guard
3-Cutting Mach. Opr.
*328-Dancer
*189-Decorator/ Window Dresser
131-Delivery/Route Driver
*165-Dental Assistance
*166-Dental Hygienist
*167-Dental Lab. Tech.
*168-Dentist
*169-Dietician
* 76-Dishwasher
*132-Dispatcher
*143-Drafter
* 4-Drill Press Opr.
*251-Drywall Instll.
*222-Duplicating Machine Opr.
252-Earth Driller
*276-Ecologist
44-Economist
*191-Editor and Reporter
292-Elec. Sign Installer/Repair
*144-Electrical and Electronics Engr.
*145-Electrical and Electronics Tech.
*122-Electrician
304-Electrocardiograph Technician
305-Electroencephalograph Technician
* 98-Elementary School Teacher
*253-Elevator Constructr.
*170-Emerg. Med. Tech.
277-Energy Efficiency Technician
77-Equip./Vehicle Cleaner
* 45-Estimator
*123-Excavating/Road Machine Opr.
158-Farm Implement Repairer
*197-Farm Worker
*198-Farmer/Farm Mangr.
355-F.B.I. Agent
* 46-File Clerk
* 47-Financial Manager
* 78-Fire Fighter
*337-Fish/Wildlife Specialist
*133-Flight Attendant
264-Flight Engineer
*254-Floor Layer
369-Florist
366-Fluid Power Mach.
* 79-Food Counter Wrk.
* 80-Food Service Mangr.
356-Forensic Polygraph Examiner
*338-Forester
339-Forestry Tech.
*207-Forge/Hammer Opr.
*124-Fork Lift Operator
134-Freight/Material Handler
5-Furnance Operator
* 6-Furnance Tender
*208-Furniture/Wood Finisher
*347-Geographer
*278-Geologist
125-Glazier
* 7-Grinding Mach. Opr.
*199-Groundskeeper
* 81-Guard
*320-Halfway House Resident Manager
*171-Health Administrator
* 8-Heat Theatre
*159-Heavy Equip Mach.
*348-Historian
*223-Hotel Motel Mgr.
*160-Household Appliance Repairer
* 82-Housekeeper
321-Housing Rehab. Spclst.
374-Industrial Hygienist
329-Industrial Designer
*146-Industrial Engineer
*279-Industrial Hygiene Technician
*293-Industrial Mach. Repairer
* 9-Industrial Sewing Mch. Opr.
*147-Industrial Technician

265-Industrial Traffic Manager
* 83-Inspector
375-Instrument Repairer
* 48-Insurance Adjuster
*104-Insurance Agent
330-Interpreter/Translator
* 84-Janitor/Custodian
*294-Jeweler/Watchmaker
* 49-Judge
* 50-Keypunch Operator
*331-Landscape Architect
362-Laser Technician
255-Lather
* 85-Laundry/Dry Cleaning Worker
* 51-Lawyer
370-Legal Assistant
* 99-Librarian
100-Library Assistant
*172-Licensed Practical Nurse
161-Line Person
295-Locksmith
266-Locomotive Engr.
86-Lodging/House Cleaner
*200-Logging Worker
267-Longshore Worker/ Stevedore
* 10-Machine Oiler
* 11-Machinist
357-Mail Carrier
* 87-Mail Handler
*105-Manufacturer Representative
* 12-Manufactg. Inspect.
* 13-Manufactg. Painter
*280-Marine Scientist
*368-Master, Mate Pilot
148-Mathematician
* 88-Meat Cutter
*232-Meatwrapper
378-Medical Asst.
*149-Mechanical Engr.
150-Mechanical Tech.
*173-Medical Record Tech.
*368-Marriage Counselor
233-Messenger
209-Metal Heater
14-Metal Job. Dye Setter
* 15-Metal Molder
16-Metal Plater
* 17-Metal Wrkg. Mach. Opr.
*281-Metallurgical Engr.
*282-Metallurgical Tech.
283-Meterologist
*234-Meter Reader
340-Miller
* 18-Millwright
351-Miner
284-Mining Engineer
*332-Model
*210-Motion Picture Projectionist
*192-Musician/Composer
*363-Nuclear Engineer
306-Nuclear Medical Tech.
285-Nuclear Quality Control Insp.
211-Numerical Control Tool Prog.
*174-Nurse Aid/Orderly
*307-Nurse Anesthetist
377-Nursing Home Administ
*175-Occupational Therapist
52-Office Machine Opr.
*296-Office Mach. Repairer
* 53-Office Manager
*308-Optician
309-Optometric Assist.
310-Optometrist
*341-Ornamental Horticulturist
311-Orthotist/ Prosthetist
* 19-Packer/Wrapper
*193-Painter/Sculptor
256-Paperhanger
235-Parking Lot Attendent
* 20-Pattern/Model Maker
* 54-Payroll Clerk
* 55-Personnel Worker
236-Pest Controller
364-Petroleum Engineer
176-Pharmacist
*194-Photo-Process Wrkr.
21-Photoengraver/ Lithographer
*195-Photographer
*177-Physical Therapist
*178-Physician
312-Physicians Assist.
*151-Physicist
*297-Piano/Organ Tuner
*353-Placement Specialist
*257-Plasterer
216-Plastic Molding Mach. Opr.
*126-Plumber/Pipefitter
*313-Podiatrist
* 89-Police Officer/ Detective
22-Polisher/Buffer
349-Political Scientist
* 90-Postal Clerk
*237-Postmaster/Mail Supervisor
212-Power Station Opr.
*213-Precision Mach. Opr.
* 23-Prtng. Press Opr.
371-Private Investigator
342-Produce Grader/Packr.
* 56-Production Coor.
314-Psychiatric Aide
367-Psychiatrist
*186-Psychologist
* 57-Public Relations Specialist
* 24-Punch/Stamps Press Opr.
* 58-Purchasing Agent
*333-Radio/TV Announcer
*162-Radio/TV Repairer
*286-Radio Opr.
*179-Radiological Tech.
*298-Railroad/Car Shop Repairer
269-Railroad Brake Opr. Coupler
270-Railroad Conductor
343-Range Manager
*106-Real Estate Agent
*224-Real Estate Appraiser
* 59-Receptionist
*322-Recreation Worker
* 91-Refuse Collector
*180-Registered Nurse
*323-Religious worker
*287-Research Worker
*181-Respiratory Therapist
*107-Retail Sales Agent
*108-Retail Sales Clerk
*109-Retail Salesmanager
258-Riveter/Fastener
214-Roller/Finisher Metal
*127-Roofer
*271-Sailor/Deckhand
*152-Sales Engineer
*259-Sandblaster
215-Sawyer
*102-School Administrator
*103-Secondary School Teacher
* 60-Secretary
*110-Serv. Station Attend.
*128-Sheet Metal worker
* 92-Sheriff/Baliff
* 61-Shippg./Receiving Clerk
*299-Shoe Repairer
*334-Sign Painter
*300-Small Engine Repair
*187-Social Worker
350-Sociolist
*242-Special Ed Teacher
*315-Speech Path Audiologist
25-Stationary Engineer
62-Statistical Clerk
*288-Statistician
*255-Stenographer
63-Stock Clerk
* 93-Stock Handler
*111-Stockbroker
129-Structural Iron Wrk.
316-Surgical Tech.
64-Survey Worker
*153-Surveyor
289-Surveyor Helper
*238-Tailor
*135-Taxicab Driver
*101-Teacher Aide
335-Technical Writer
*163-Phone Installer Repairer
* 94-Telephone Operator
*136-Ticket Agent
*260-Tile Setter
205-Tire Builder
* 26-Tool/Dye Maker
*226-Travel Agent
*301-Truck/Bus Mechanic
*137-Truck Driver
* 65-Typist
* 27-Upholsterer
196-Urban Regional Planner
239-Usher
*302-Vendg. Mach. Mch.
*182-Veterinarian
317-Veterinary Assist.
*243-Vocational Ed. Teacher
*244-Vocational Rehab. Counselor
* 95-Waiter/Waitress
* 96-Waiter/Waitress Asst.
*228-Ward Clerk
*217-Water Treatment Plant Opr.
240-Weigher
* 28-Welder
*324-Welfare Serv. Aide.
*248-Wholesale Manager
*112-Wholesale Sale Rep.
354-Word Processor

NETWORK COMMUNICATION STRATEGIES

An effective regular system of communication is vital as a factor in holding a work-education council's human resource clearinghouse network together. As individuals, it is wise not only to enter pertinent data into the council's retrieval system, but also to build a mailing list which is easily utilized and updated regularly.

The Gratiot work-education council has found that photo-copy label sheets are efficient, low-cost ways of building and maintaining such a mailing list. Volunteer names and addresses are entered on white 8½ x 11 sheets in a grid fashion that enables the lists to be photocopied onto self-stick label sheets. Address changes can be easily made by whiting out or pasting over incorrect information. Additions can accumulate over a period of time as a supplemental list before being integrated into the alphabetical listing. Gratiot council staff maintains separate lists for Board members, non-local mailing list contacts who are not actually volunteers, and a listing of all school personnel associated with the council.

Regular communication with volunteers can be achieved in a variety of ways:

--through quarterly or even monthly Newsletters, as staff time and funds permit;
--through briefing sheets mailed to volunteers after they have been phone recruited for participation in a specific program;
--through followup thank-you notes to volunteers after every activity in which a given individual participates. (When council staff or funds are low, such "thank-yous" can go out on a quarterly or semi-annual basis if necessary, with participation in more than one activity ennumerated);
--innovative media outreaches such as newspaper columns or cable television programming dealing with the council's agenda, the local economy, and area employment issues.

Borrowing the auto-typer of a local employer so that "personalized" letters can be easily sent out on a mass basis is one way of maximizing staff effectiveness at the same time making individual volunteers feel that their efforts are genuinely appreciated. If staff is particularly small, form letters can be printed, but efforts should be made at least to type-in the specific involvement of a given individual or firm.

In order to stretch sometimes very low postage funds or if exact timing is important, briefing and thank-you correspondence for larger employers can be sent through the company's internal mail system.

Publicizing listings of firms involved in mass programming as letters to editors in local newspapers or by buying "thank you" ads listing council supporters is both an effective "perk" to clearinghouse members and a way of building council visibility and recruiting new members.

ORGANIZING COMMUNITY CAREER-RELATED PROGRAMS

Because career education is mandated in some states (such as Michigan), many public schools have already developed certain kinds of career exploration programming. Since CETA and many other training agencies also include exploration as part of the services provided to their clients, the danger of unproductive competition for community resources and work experience sites is very real.

A work-education council can, as part of its mission, attempt to encourage schools and agencies to build a coordinated program calendar and stagger volunteer recruitment to avoid overuse of individual volunteers. If the council is able to assume a clearinghouse placement and brokering role, keeping careful records of volunteer use for various school and non-school programs, and recruiting and training new participants as needed, dangers of community "burn-out" will be even further reduced.

There are several critical factors to take into account in developing an effective community-wide career program and calendar:

1. *It is essential to carefully define which types of programs are needed by specific clientele.* On-site experiences, for example, must generally be limited to older participants if the job site is hazardous. For elementary and even junior high youth, emphasis must often be placed on in-school speakers, fairs, or simulation experiences as opposed to actual tours where the liability issue is involved.

2. *It is essential to carefully define which kinds of services are best provided by which community organization so that there is a minimum of duplication and overlap.* If schools opt for mass exploration experiences so that all students at one or more grade levels have at least some on-site work contact during their high school years, perhaps CETA, vocational, and other specialized programs should concentrate instead on individualized or more intensive shadowing or hands-on experiences. If clients seem to need broad tour overviews, in addition to those offered by the schools, then care should be taken to supplement, not duplicate what has already been done.

3. *It is essential, particularly as training funds in general become scarcer, to look for highly innovative and non-traditional ways of pooling funds and other resources in order to implement on-site work contact programs.* If smaller school systems cannot afford certain kinds of field trip experiences, the council can act as a coordinator to arrange mass busing and other logistics so that even financially strapped districts can offer such experiences to their students as part of a larger county or regional effort. The role of the council as "neutral" catalyst and change agent and the willingness of council staff to propose the "unthinkable" can help break down the barriers to such broadened resource sharing.

This emphasis on a rational, coordinated community career exploration system can be a powerful recruiting tool when dealing with the private sector. Employers can be assured that maximum effort is being made to utilize their time effectively and can also appreciate that widespread participation by local companies is needed in such a system if any one given company is to avoid being consistently used and over-used by different agencies. As one popular, highly visible Gratiot business leader described his situation prior to attempts to develop such a coordinated program through the work-education council: "I was beginning to wonder whether I was a fulltime teacher or running my business." *That kind of "burn-out" should never be allowed to happen...since particularly in rural communities, the options for volunteer replacement may not be as great as in an urban setting. Better to prevent the problem, than to attempt to overcome a legacy of bad will!*

The following table outlines some of the major career exploration experiences developed by the Gratiot, Clinton, and Isabella work-education councils in conjunction with local schools, agencies, or CETA organizations. Information is included on what the basic rationale would be for a given activity, who would be served by it, and some of the details regarding timelines and implementation. *It is important to note that such programs did not and do not usually emerge full-blown, but rather they evolve as a result of careful evaluation by council staff and board, community participants, agencies, and the clients involved.*

> EVALUATION OF PROGRAM EFFECTIVENESS, IN OTHER WORDS, IS A CRITICAL FACTOR IN DEVELOPING A SUCCESSFUL SERIES OF COMMUNITY CAREER EXPLORATION EXPERIENCES...with an eye for determining if the age or client population is on target, if the collaborative mix of agencies is working well, and if the activities are running as cost- and human-effectively as they could be as a result of the resource sharing that is taking place.

TYPE OF ACTIVITY, GOAL	TIMELINES	SPECIFIC STRATEGIES
DIAL-A-SPEAKER Phone Speakers Bureau: (all 3 councils). WEC staff recruits, brokers, maintains clearinghouse to provide career speakers for CETA, schools, etc.--insures sharing of resources, minimizes overuse of volunteers, encourages recruitment & training of new community participants	*Placements occur within 10-14 days of receiving phone request for service; WEC staff arranges dates, times at mutual convenience of agency & company.*	*Council staff recruits speakers by phone for specific assignments. List of fields available is sent out to agencies, but council handles names & choice of placement to avoid volunteer overuse. Volunteer names are not published. Agencies are encouraged not to contact speakers directly themselves except in case of problems or the need for special briefing.*
JOB SHADOWING EXPERIENCES: (Clinton County). Gives youth & adults on-site work observation experience and/or hands-on experience. Ranges from several days to weeks for each participant, either full- or part-day.	*Matches made by WEC staff for CETA, schools on an individual basis.*	*Probably must be limited to select number of participants to avoid constantly "disrupting" routine of key companies with floods of visitors. Gives in-depth experience to participants.*

TYPE OF ACTIVITY, GOAL	TIMELINES	SPECIFIC STRATEGIES
CAREER EXCHANGE DAYS: Gives youth & adults one-on-one, small group, or tour work observation experiences to large numbers of participants. (Gratiot & Isabella WECs). Half or full-day one-time-only experience.	*Gratiot staff handles up to 475 on one day for one-on-one programs (entire 11th grade in county on 2 days each Fall, 3 schools at a time, 1 month apart); handles whole 9th grade in mass tours each spring on 1 day. Tours go to more than 1 site. Isabella does 1 school at a time.*	*Serves larger numbers than "SHADOWING," but less in-depth. Two month timeline. MONTH 1: Survey students, tabulate. Mail recruiting letters & start phone recruitment of sites. MONTH 2: Finish recruitment. Match participants & sites, brief volunteers by mail & give match information to agency, make adjustments needed.*
JOB FAIRS (Gratiot & Clinton WECs) Manned booths or unmanned exhibits, slide shows or other media events for exposing large number of adults, youth to work life of area. Could be in mobile unit, in agency itself, at county Fairs.	*Gratiot WEC has exhibits housed in bus, but also can be carried into schools, etc. As staff permits, sends them to brief students on county economy & job options. Videotapes & TV shows also used to achieve this; role-playing trunks, games. For Elementary & Junior High age. Clinton holds manned Fairs for CETA, high school youth, etc. in gyms.*	*Way to reach mass numbers with work life overview. Suitable even for young students who might not be able to go into plants due to liability issue. Unmanned Fairs are complex & costly, but can be used oftener & spare volunteers from overuse. Needs periodic updating. Industry donated materials, schools the bus for the Gratiot JOB FAIR.*
EMPLOYABILITY SKILLS WORKSHOPS & MoCK JOB INTERVIEWS (Gratiot WEC) - on-site chance for participants to sharpen job hunting skills with actual personnel people. Can function as placement tool. Employer input invaluable.	*Tend to fall from Jan.-April to fit June graduation date. CETA programs can be set in summer to avoid volunteer overuse. WEC staff can teach sessions or teach school/agency to do so. Gratiot WEC uses 14-hour format, 4 of them interviews.*	*WEC can recruit volunteers overtly to "look over" potential employees only if sufficient faith in value of program in helping improve competitiveness & attitudes of participants is firmly established.*
LIFE SKILLS PROGRAMS (Gratiot WEC runs for CETA) - helps integrate community & citizenship survival skills, including consumer ed, parenting, etc. with job & life planning. Mandated in some schools.	*Gratiot WEC runs a 4-week (160 hour) program for CETA, with content ranging from consumer habits to reversing sex role stereotyping for men & women.*	*Council hires teacher with CETA funds to run full-day sessions. WEC recruits volunteers, arranges tours, locates films & materials, wrote texts for the program.*
ENTREPRENEURSHIP PROJECTS (Gratiot WEC runs an In-School Industry program) - modules involving private sector in helping participants run mini-businesses or industries in classroom.	*Week or more project where students organize a company to manufacture/market a product on a trial basis to learn how business functions: apply English, match, science skills.*	*Participants could come up with possible viable own companies or service businesses-particularly CETA adults.*

GRATIOT CETA PRE-VOCATIONAL PROGRAM*

A 4-week (160-hour) program which can be adapted to various time constraints. Particularly effective as an "entry" activity for CETA enrollees before being assigned to a job site. Daily "calculator math" training, time card exercises, wage and overtime calculations, deductions, income tax, consumer math.

WEEK ONE: Getting It Together. *Self-assessment programs to help enrollees explore changing interests, learn to see old skills in new ways, consider ways of turning hobbies or unused skills into new careers. Group sessions, films, testing, career exploration site visits.*
WEEK TWO: On the Job Survival. *Surviving as an employee in the working world, dealing with the boss and fellow employees, skills for working your way up, time management, handling crises and problems. Situational work sessions, talks by personnel directors and successful employees, role playing.*
WEEK THREE: OFF THE JOB SURVIVAL. *Budgeting, banking, taxes, good consumer habits and tips, parenting and citizenship issues, dealing with sex-role stereotyping on and off the job. Work sessions, speakers, field trips (including cooking, child care, etc. sessions for men and awareness retreats for women enrollees).*
WEEK FOUR: Employability Skills. *All aspects of job hunting including application practice, resume writing, localized videotape and in-person exposure to personnel directors, actual mock job interview practice on site at local companies. Emphasis on confidence building.*

GRATIOT 14-HOUR EMPLOYABILITY SKILLS FORMAT

Intended for use with CETA or non-CETA in-school students, adults. Can be adapted to fit full-day or other workshop formats (14-hour plan works well in school vocational education two-hour block classes).

SESSION I: Employment Readiness. Hour informal test of work attitudes, knowledge of application and job-hunting process. Hour panel of local employers discussing hiring criteria (or can use localized videotape).
SESSION II: Data Sheets & Resumes. Hour discussion of sample resumes. Hour helping students prepare rough drafts of resumes (for typing later on their own).
SESSION III: Where the Jobs Are. Half hour discussion of relative merits of various techniques, including reading want ads. Hour session with Employment Security Commission personnel. Half hour critique of resumes.
SESSION IV: Employment Letters & Job Applications. Hour discussion of samples. Hour practice using applications from firms participating in Sessions VI and VII.
SESSION V: Interviewing Strategies. Discussion, videotape of bad/good interviews, class practice including videotaping if possible.
SESSIONS VI & VII: On Site Interview Practice. Students have at least four different on-site interviews. Employers critique eye contact, poise, grooming, posture, neatness of resumes, etc. as well as content of presentations.

*(Taught by certified teacher so that high school adult education credit can be granted to participants).

Student Name _____ School _____ Age ___ Sex ___
Grade Level _____ Future Plans: After high school, I plan to: (check one)
List your hobbies:

_____ ____ Go to a Community College, Technical or Trade School
_____ ____ Go to a 4-year college
_____ ____ Enter Military Service
_____ ____ Go to work immediately

Career Interests: Please look through the following list of occupations carefully and decide which 3 kinds of jobs interest you the most. Then list your choices, in order of preference, in the following boxes:

[ ] FIRST CHOICE [ ] SECOND CHOICE [ ] THIRD CHOICE

AGRICULTURE
01 Crop Farming
02 Cattle Farming
03 Farm Machinery Business
04 Farm Elevator Operator
05 Agricultural Agent, Consultant

ARTS
06 Arts, Painting, Ceramics
07 Jewelry, Sculpture
08 Commercial Art, Illustration
09 Advertising, Design
10 Dramatic Acting
11 Clothing Design, Modeling, Sewing
12 Graphic Arts, Printing
13 Photography
14 Music

BUSINESS--RETAIL
15 Accounting, CPA, Bookkeeping
16 Advertising, Public Relations
17 Banking, Finance
18 Retail Store Careers
19 Secretarial, Clerical
20 Insurance
21 Real Estate
22 Sales Careers
23 Personnel Work
24 Purchasing, Marketing
25 Small Business Operation
Type of Business: _____
26 Office Management
27 Cosmetology, Hair Styling

COMMUNICATIONS
28 Journalism
29 Radio
30 Television
31 Telephone Career, Service

FOOD FIELDS
32 Restaurant Careers
33 Chain Fast-Food
34 Catering, Institutional Food (Hospital, etc.)

LAW, GOVERNMENT
35 Law Enforcement
36 Legal Careers (Court, Etc.)
37 Lawyer
38 Security Guard
39 Fireman, Rescue
40 Government Worker (City, Etc.)
41 Military: List Branch _____

HEALTH CARE SERVICES
42 Dental Technician
43 Dentistry
44 Dietitian
45 Hospital Administration
46 Medical Technician
47 Medical Doctor
48 Nursing, Nurses Aide
49 Therapy (Physical, Occupational, Recreational)
50 Eye Specialist (Optometrist)
51 Paramedic
52 Pharmacy
53 Psychology, Psychiatry, Mental Health
54 Veterinarian

SCIENCE
55 Biology, Laboratory
56 Electronics
57 Chemistry
58 Conservation, Ecology, Forestry
59 Mathematics
60 Computers, Data Processing
61 Meteorology, Weather
62 Physics

SERVICES/EDUCATION
63 Clergy, Religious Education
64 Counseling, Guidance
65 Elementary Teacher
66 Secondary Teacher
67 Social Work
68 Child Care
69 Mortician
70 Home Economist, Home Making
71 Sociology/Social Services

TECHNICAL, INDUSTRIAL
72 Air Conditioning, Refrigeration
73 Architecture
74 Auto Repair, Mechanics
75 Carpentry
76 Construction Work
77 Drafting, Mechanical Drawing
78 Engineering: Specify Mechanical, Civil, Electrical, etc.) _____
79 Landscape Architecture
80 Sheet Metal, Welding
81 Plumber
82 Electrician
83 Factory or Assembly
84 Machinist

TRANSPORTATION
85 Airline Pilot
86 Airline Support Services
87 Drivers, Truck, Bus, Moving Van
88 Other _____

(Please be specific when listing other.)

VOLUNTEER SERVICE
89 Business Sector Service Group
90 Church Service Group
91 Community Service Group
92 Other Service Group: Please be specific:

STUDENT INTEREST SURVEY

DIAL-a-SPEAKER.....VOLUNTEER CLASSROOM EVALUATION SURVEY

VOLUNTEER _____ TEACHER _____

DATE _____ SCHOOL/GRADE _____ SUBJECT _____

Please check the appropriate blank: ☑

	EXCELLENT	GOOD	FAIR	POOR
1. The class was adequately prepared for my presentation as evidenced by their comments and questions.				
2. The students were attentive and polite.				
3. The teacher was helpful.				
4. The time allowed for my presentation was:				
5. My presentation to the class seemed to be part of a well planned educational program.				

COMMENTS & SUGGESTIONS: _____

(Please fill out and return to the MMCAC, PO Box 102, Alma, MI 48801 or phone 517: 463-6404)

GRATIOT VOLUNTEER SPEAKER PROGRAM EVALUATION FORM

GRATIOT TEACHER EVALUATION FORM

IN-CLASSROOM PROGRAM EVALUATION FORM

TEACHER _____ *SCHOOL (CITY)* _____

GRADE _____ *SUBJECT AREA* _____

TYPE OF PROGRAM _____ *VOLUNTEER'S NAME* _____

1. Was the volunteer at ease and did he/she relate well to the age level involved?
2. Did the volunteer hold the class's attention during his/her presentation?
3. Suggestions for coaching volunteers to increase effectiveness:

4. Suggestions for improving MMCAC placement procedures:

5. Student comments about the volunteer's presentation:

RETURN EVALUATION TO: MMCAC, PO Box 102, Alma, MI 48801
For further speakers or program development, phone: 463-6404

ORGANIZING INSTITUTIONAL DIALOGUE PROGRAMS

In small rural communities--where people supposedly "know" one another better than in urban settings--local leaders may not, in fact, cite lack of communication as one of the major community problems. But if one attempts to analyze why certain other problems exist, it frequently becomes clear that a primary contributing factor is the absence of any substantive interchange among the various community sectors.

> *Work-education council staff can do much to promote such interaction, by regularly attending other agency, school, and service group meetings, functioning where possible as information brokers and advocates for work-education issues and joint community problem solving. Other key community leaders can be encouraged to make similar initiatives as well...with council Board meetings themselves serving as ongoing joint forums.*

Some councils around the country have attempted to use a "confrontation" model as a means of airing controversial issues and seeking new collaborative community relationships. The three Michigan councils involved in this study have focused instead on a more "positive" approach: seeking to build concensus gradually around less controversial issues and then broadening this base of interaction as trust develops among the various leaders involved. *In many rural communities, deep-seated hostilities and factionalism are so close to the surface that "confrontation politics" seems to accomplish little but to add to the friction. By holding up steps toward collaboration for public approval, emphasis is placed on the successes of the present, not the legacy of failures: which can eventually lead key actors to express harmful stereotypes and resentments, but in a context of newly-won understanding and mutual supportiveness.*

Educators, agency staff, and private sector employers can generally all see the value in work-site visitation programs which have the goal of increasing first-hand information and input that could be used in revising community education and training programs and services. The Gratiot council originated a "Share-a-Work-Day" program in its own and Isabella counties (prior to the development of the Isabella council) which enabled teachers in nine school districts to spend a day on the job with someone in the private sector as a means of enhancing their knowledge of the world of work as it impacted on their classroom responsibilities. Educators had the option of inviting their hosts to return at some date with them to the classroom to impart first-hand some of their expertise to the students. National Alliance of Business funds administered through the state Department of Education were later used to expand the program so that each educator could go on several such exchanges and then share these experiences with other teachers enrolled in the program.

Programs such as the Gratiot WEC's Business-School Dialogue workshops based on the state Chamber of Commerce model can be used to bring business and industry leaders together with educators and students around discussions of state and local business issues and problems. Particularly early-on in its development, a council may find it useful to stage public forums as an initial technique for raising specific (or highly controversial) issues for possible action. An example is the Gratiot council's two Community Forums on Employment which later evolved into a series of meetings aimed at establishing a unified county economic development group.

COLLABORATIVE PLACEMENT AND EMPLOYMENT PROJECTS

It is tragic that so often, the narrow accountability standards imposed on agencies and training and placement organizations tend to contribute substantially to a lack of collaboration and inability to develop coordinated community programming. The schools, employment security commission offices, and CETA agencies frequently persist in competing with one another over placement and employment activities. Unless their "body counts" rival one another's, funding for such programs could be cut or reduced.

Some competition and overlap can be useful: schools are dealing with a highly generalized population within a very restricted age range; CETA agencies are concerned for those who because of their minority or economic status are especially disadvantaged in the employment market place; sheltered workshops concentrate on physically and mentally handicapped; Employment Security Commissions are primarily generalists, but for an older population group than the public schools. Each of these institutions has a unique mission and expertise to bring to a community. Yet this effectiveness is frequently hampered by a failure to find a collaborative approach to working with the private sector as a means of enhancing employment options for specific clientele.

The clients may be unique...but most agencies, in their pursuit of successful placements, fail to recognize that in many cases, so are specific employers. Work-education councils may be in an ideal position to work together with local placement institutions to present a more coordinated, united front in approaching potential job sites--to minimize the chances of "turning off" employers to any and all placement initiatives.

A number of strategies can be used to lessen unproductive competition in the best interests of both the clients and employers involved:

- *--Shared "body counting" can be developed as a means of encouraging rather than discouraging collaboration.*
- *--Joint referral and placement strategies can actually enhance potential for individual agency success, rather than impeding it.*
- *--Special programs can be developed that take advantage of a council's unique position of trust with the private sector to plug gaps in existing placement services or improve referral procedures.*

The experiences of the three mid-Michigan councils points to some kinds of specific strategies that can be successful. The Gratiot council developed a youth odd-job employment program intended to piece together parttime work for youth as an alternative way of gaining work experience. Business leaders favored the program because it met their need for temporary employees in emergencies. CETA now had somewhere to send youth who did not qualify for their programs, and the schools and Employment Security Commission could concentrate on fulltime employee clients. The council shared placement credit with the other agencies and collaboration even went so far that the Employment Security Commission co-employed council staff in

SAMPLE REGISTRATION FOR GRATIOT WEC'S YOUTH ODD-JOB SERVICE

TEMPORARY
ODD-JOB
EMPLOYMENT
SERVICE

For more information, phone:
463-6404

(FRONT)

STUDENT
JOB APPLICATION FORM

NAME _____ DATE _____

ADDRESS _____ SOCIAL SECURITY NUMBER _____

HIGH SCHOOL _____ BIRTH DATE _____

VOCATIONAL SKILLS, HOBBIES, INTERESTS: _____ PHONE _____

_____

_____

CLASS	AGE
☐ FRESHMAN	OVER 14 ☐
☐ SOPHOMORE	OVER 16 ☐
☐ JUNIOR	OVER 18 ☐
☐ SENIOR	
___ GRADUATION YEAR	

4-H Certificate Training Session: YES ☐ NO ☐
If YES, please specify: _____

I authorize Mid-Michigan Community Action Council's PROJECT TOES to release information about my name, address, phone number, and employment references when attempting to find a job opening for me with a potential employer.

APPLICANT SIGNATURE _____ DATE _____

PARENT OR GUARDIAN SIGNATURE _____ DATE _____

(BACK)

WORK EXPERIENCE:
(Either paid or unpaid)

MOST RECENT EMPLOYER	PHONE	TYPE OF JOB	DATE FROM	TO

TRANSPORTATION: ☐ YES ☐ NO ☐ DRIVER'S LICENSE

HOURS AVAILABLE: ☐ AFTER SCHOOL ☐ WEEKENDS ☐ DURING VACATION ☐ SUMMER

TYPE OF WORK DESIRED...

- ☐ CHILD CARE 301.677-010
- ☐ RETAIL LABORER 279.357-054
- ☐ GROUNDSKEEPER, YARD WORK 406.381-010
- ☐ HOUSECLEANING 323.687-014
- ☐ PAINTING & CONSTRUCTION 840.381-010
- ☐ OFFICE WORK 219.362-010
- ☐ KITCHEN HELPER 318.687-010
- ☐ FARM WORK 421.687-010
- ☐ RESTAURANT OCCUPATIONS 318x687
- ☐ ANYTHING 929x687
- ☐ TELEPHONE SOLICITATION 299.357-014

periods of low council funding and based their own staff in the council office during peak summer months. As the council uncovered fulltime openings or parttime options that would be better suited for adults or sensed that an employer was attempting to evade CETA, the schools, or the Employment Security Commission, council staff would either pass on information about the opening to the appropriate agency or act as a broker for the other agencies' clients directly. Isabella developed a similar school-based service based on the Gratiot model which was stopped due to lack of funds and the council there has been discussed as a possible means of reviving the program.

Because of the frequent interaction of council staff with the private sector in locating and brokering volunteer resources, councils are in a unique position to uncover possible job openings or potential employer needs earlier than other agencies in the community. If the council can establish a "neutral" coordinating role in passing on this kind of key information, a great deal can be done to improve coordination among placement directors and field workers in an area.

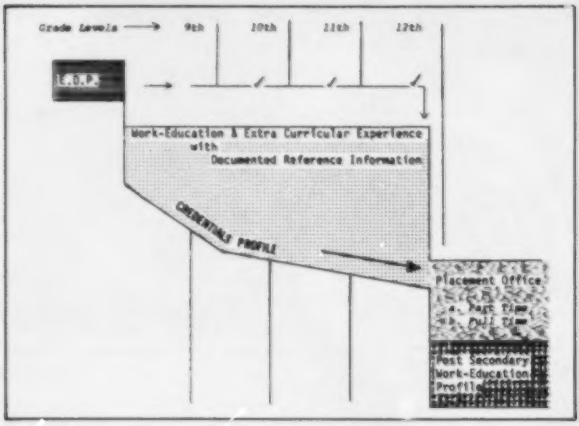
The possibilities for collaboration are as varied as local needs and resources. The Gratiot council has experimented with a job candidate flyer that goes out to the council's employer mailing list and which integrates applicants from CETA with sheltered workshop and other specialized job-seeking groups. In Isabella county, emphasis is being placed on playing a catalytic role in formation of an Area Placement Council which meets monthly to encourage coordination of programming. In Clinton county there had been no county-wide placement program at all until one was jointly developed through the local council as part of this MDOL/MDE project. Now, CETA, Department of Social Services, and school permanent placements for youth are all handled through a newly-established joint placement center, while temporary parttime odd-jobs are handled through the council office itself. The Metro Aging Consortium in a nearby county is working with the council as an advisor to provide specialized placement services for adults 55 and over; adults seeking Employment Security Commission assistance must still go to offices in the adjacent metro county.

JOINT CREDENTIALS PROGRAMS FOR CHARTING ADULT & YOUTH WORK-TRAINING EXPERIENCES

Perhaps the single most valuable collaborative project being carried out as part of this MDOL/MDE three-county effort is the regional computerized work experience "credentials" system. This Lifetime Work Experience Credentials Profile model, as formulated by the three councils, would mean that an ideal training/placement system would include at least three stages:

1. *Formulating an individual Employment Development Plan (a process which would begin at least at the 9th grade level and continue throughout the high school or postsecondary experience...or which would occur early-on in any CETA or other specialized training program);*
2. *The Credentials Profile Process (which would continue to link career exploration choices, EDP development, and work experiences to formal course work and training);*
3. *Executing the Placement Process (which would build on the ongoing planning and credentials systems that preceded it).*

INTEGRATED PLANNING-CREDENTIALS-PLACEMENT PROCESS



The three-county WEC Credentials Profile project concentrates on developing phase two of the process. Collaboratively, the three WECs developed, tested, modified, and are currently field testing a Credentials Profile document in six rural school districts--two high schools in each county. An anticipated 600 students will be included in this initial field test. Clinton's WEC is also attempting to test the Profile system with Department of Social Services clients involved in work experience programs.

The Credentials Profile is not intended as a transcript or resume, nor is it the intention to make the Profile as a whole available to employers as part of the placement process. Rather, the Profile functions as a standardized, comprehensive, up-to-date information source for both students themselves--as they prepare resumes or job applications--and for counselors as they attempt to integrate student educational choices with community experiences as part of the career advising/planning process. The Profile is designed so that original information input and modifications can be made by persons with minimal typing skills to eliminate additional staff cost to the schools. Since the Profile is not part of a student's "official" academic records, the problem of confidentiality is eliminated.

Students may request a copy or printout of their Profiles at any point for their personal use or for use by designated school advisors. No data will be entered without a student's signature on the Profile document and the date of authorization. Pertinent information--ranging from results of career interest tests, career exploration choices, paid or unpaid work experience to community-initiated Scout or 4-H career programs--is to be added to the file on a regular basis. Emphasis on updating can be particularly important to young people who are often not aware of the value in accumulating references even from early part-time work experiences. Younger students frequently neglect securing good references until they eventually need them, at which point they often find that past supervisors are no longer available and no documented proof of job performances exists. Students control what Profile information, including references, can be released to employers.

The Credentials Profile computer programming makes a wide range of data retrieval possible. It can provide educators, for example, with lists of students under one or more of the following 16 categories listed below... to facilitate organizing group counseling, career exploration program development, and school-wide placement strategies:

1. Social Security Number *(The control on the system that is discrete to each person in the file. No one will be entered in the file until they have a number, which will be their personal computer code key to their individual data.)*
2. Employment Interest, Full- or Part-time
3. Gender *(useful for statistical purposes)*
4. Last Name
5. Date of Birth
6. County *(The Master File can presently access information on any person in the three-county project. This capability would be very important in developing a Regional Placement concept or in Regional Economic Development, in that planners could identify skills of students coming through the school systems and onto the job market on an area basis. Categories 6 and 11 ensure the potential for localized breakdowns as well.)*
7. Career Goals Category *(each individual file will indicate choice of three of the 378 Michigan Occupational Information System/MOIS scripts)*
8. Academic Major Category *(high school course areas in which students are enrolled, using three of the 99 Student Subject Index/SSI fields of study.)*
9. IHC (Interest, Hobby, Craft) *(uses a code system developed by the Clinton WEC. IHC category will include participation in school but also community organizations such as Scouts, 4-H, etc.)*
10. Work Experience *(a category that will utilize the MOIS code to identify work experiences students have while in high school. This category may be of future value as a placement tool when employers contact school placement officers for lists of young people with some work experience.)*
11. School Attended *(see #6 above) (If security is a concern, this category can function as a safety factor so that each school district could access only its own data if necessary.)*
12. Graduation Date (9th, 10th, 11th, 12th grade)
13. Work Experience for School Credit *(co-op, vocational education, Experience Based Career Education--EBCE, CETA, on-the-job training)*
14. Date Available for Employment
15. Post High School Career Plan *(no plan at present; 2-year Trade or community school; 4-year college; military; work immediately)*
16. Academic Cluster *(a broad subject area as opposed to the more specific SSI Academic Major in #8. Alphabetical abbreviations are used for each of these 12 clusters.)*

Utilizing existing coding systems such as MOIS has been chosen where possible in order to link the Credentials document into ongoing state programs and systems. The school/county sort, for example, in categories 6 and 11 utilizes existing state five-digit code systems for schools and counties: *29010 indicates Alma Schools (010) within Gratiot County (29).* Since the Department of Social Services in Michigan uses this five-digit code as well, Clinton County's work-education council can list those DSS clients participating in the field test under this category also. Pages 41-42 show how the Credentials document itself is structured around these 16 data categories.

INTAKE INFORMATION

CREDENTIALS PROFILE

LAST NAME INITIAL [ ]
Release Authorization

PERSONAL DATA

*Type A Record	*Optional Serial #	*Employment Regular		*Other	
Name *LAST First Middle Initial				*Social Security # / /	
Present Address (Street, City, State, Zip)					
			Present Phone ( )	*Gender F / M	
Permanent Address				*Date of Birth	

Brief Statement of Job Interests and/or Description of W... Desired

*Date Available for Employment / /

CAREER GOALS, CURRENT NON-CREDIT WORK & HOBBIES

*CAREER GOALS Title	N.O.I.S. Codes	*WORK EXPERIENCE (non-credit) Title	N.O.I.S. Codes
	( )		( )
	( )		( )
	( )		( )

*ACADEMIC MAJORS Using the Student Subject Index -- Title	S.S.I. Codes	*EXTRA-CURRICULAR AVOCATIONAL INTERESTS Title	I.N.C. Codes
	( )		( )
	( )		( )
	( )		( )

*ACADEMIC CLUSTER ( ) ← Use alpha SSI Code headings

EDUCATION

*School City	Zip	*County	Dates Mo/Yr From To	Degree Earned/ Expected	*Grad. Dates Mo/Yr

Placement Preference	#0___ None #1___ 2 yr.sch. #2___ 4 yr.sch. #3___ Military #4___ Work Force	

*Work/Experience Credit	Co-op #1	Voc.Ed. #2	E.B.C.E. #3	CETA #4	OJT #5	#6

END OF TYPE A RECORD WITH SORT CAPACITY ↗ START TYPE B RECORD (NO SORT) ↘

Type B record, Key in S.S. #

WORK - TRAINING - EMPLOYMENT INFORMATION

Work Experience (Permanent, Co-op, Intern, Volunteer, Summer, Milit.)

Work Experience (Name, Address of Employer, City	Description of Work (Title)	Hours per Wk.	Mo/Yr From	Mo/Yr To

References: such as faculty members, past employers who knew you well

Name	Title	Organization	Address/ZIP	Phone

GENERAL INFORMATION

Other Information, Community activities, hobbies, etc.

List Machines or Equipment You Can Operate

Signature	Counselor	Date Signed

*Indicates the 16 "categorical sorts" that were built into this model Credentials Profile programming, listed on page 40. Note that information contained under TYPE A Record can be sorted; TYPE B cannot.

JOB GENERATION & ECONOMIC DEVELOPMENT

At best, job-generation-related economic development is a slow and difficult process. Michigan communities which have organized substantial development programs have found that substantive results may take anywhere from three to ten years, depending on such factors as community location, accessability to markets, infrastructure availability, and tax and other incentives. Developing adequate sewer, water, and local transport facilities, as well as competitive tax and loan incentives, are within a community's control to some extent. Other factors, such as location, are not...and if such things are not ideal, a community needs a great deal of luck, skill, help, and patience in overcoming such obstacles to growth.

Particularly in rural areas, employment and training institutions must come to grips with the fact that job generation--without economic development--will not ultimately function successfully. In rural communities facing economic upheavals such as plant closings on any scale at all, the prospects of retraining workers in short-term programs to then have them quickly absorbed by other area companies is highly unlikely. Most small-scale rural companies can absorb only a limited number of such displaced workers. In addition, lack of industrial parks and adequate infrastructures in many rural communities--plus lack of sophisticated economic development programs and staffing--mean that the likelihood of locating new industries as a means of solving high rural unemployment is also remote in the short-run. Rural communities in states where industry is not particularly diversified are often especially vulnerable...*as in Michigan, where many small rural industries were and are highly dependent on the auto industry which in all probability will not recover quickly from the current slump.* An unfavorable overall state climate for new industry development or in-migration represents yet another formidible barrier to new development and diversification of local industrial bases.

Unless training dollars are coupled with an aggressive long-range development program, training participants will find themselves either facing the prospect of relying on long-term welfare assistance or of having to out-migrate from their local communities at a point where they are financially not well equipped to make such a major move. For most rural communities, the prospects of either mass outmigration of population and skilled labor force--be it youth or adults--or the subsistence of large numbers of rural residents on welfare are equally grim. Loss or lack of adequate tax dollars to support local schools and community governmental programs can have a devastating impact on the whole fabric of rural society.

> One factor which can break this cycle is if job development on a mass but personal scale goes on in rural communities: if youth and those displaced mid-career by shifts in the local employment pattern can learn the entrepreneurship skills that enable them to start their own mini-businesses if necessary as a means of remaining in their home areas. Simultaneously, training programs designed for specific target clientele can incorporate technical assistance programs to existing businesses that would help them risk job generation as well.

Traditionally, schools, CETA, and most training agencies have focused on public relations efforts to place their clientele, rather than focusing on the issue of long-term overall community economic development and growth.

Work-education councils can become powerful advocates and lead organizations in helping break this pattern of compartmentalization and failture to respond to the need for involvement in long-term development issues.

REPRESENTATIVE COUNCIL ECONOMIC DEVELOPMENT ACTIVITIES

Following are some economic development programs and activities carried out by work-education councils in rural areas, with suggestions for how to develop and fund such projects, as well as descriptions of some of the potential problems and pitfalls.

TYPE OF ACTIVITY	POTENTIAL STRATEGIES & BENEFITS
DEMOGRAPHIC SURVEYS *Cataloguing existing and changing community job patterns, existing and potential financial and other resources which could impede or stimulate greater job growth. Defining specific employer needs and prevailing hiring criteria of local companies.*	*WECs can play a major role by actually conducting or locating manpower and funds to conduct such needed studies. Many rural communities which do not have economic development groups lack even the most basic data to plan for development or promote possible job generation. Schools and CETA groups lacking such data also cannot intelligently plan programming. Such surveys can be costly, but use of CETA or volunteer college student labor can be successful. State Departments of Commerce can provide sample research and survey documents. The Gratiot WEC produced several major demographic and employer surveys to meet immediate needs and as part of an effort to develop collaborative economic development action.*
DEVELOPING UNIFIED ECONOMIC PLANS *Using current demographic data and by bringing together key community leaders, communities can learn to overcome the local rivalries that impede joint economic planning. (Past requirements from EDA for joint overall Economic Development Plans were positive focus points to encourage such collaboration).*	*By acting as a neutral arbiter of disputes and as a catalyst, WECs can help communities build trust and then develop short and long range strategies for dealing with specific local economic problems. The planning process can be used to air self-interests and resentments. Simple goals such as producing a joint promotional brochure can eventually lead to more substantive projects and pooling of resources for the common good. For four years, the Gratiot WEC wrote such plans for its county.*
PROMOTIONAL ACTIVITIES *Writing promotional brochures or producing media programs to attract new employment to the area; producing public relations flyers and programs to help local industries match their needs with local unemployed or find funds for business expansion; conducting informational forums and seminars to change or clarify community goals and atti-*	*Public relations activities can be among the more effective and non-threatening ways of building joint community action to solve economic problems or to match employer and unemployed where deep distrust exists of either school or CETA or state employment services. The Gratiot WEC, for example, has developed county-wide promotional slide-shows and used its newsletter net-*

tudes toward specific economic problems.

work to encourage matches between employers and potential employees. Collaborative promotional efforts can lead to greater realtor industrial prospect sharing and other controversial kinds of joint development activities.

BUILDING UNIFIED ECONOMIC DEVELOPMENT GROUPS

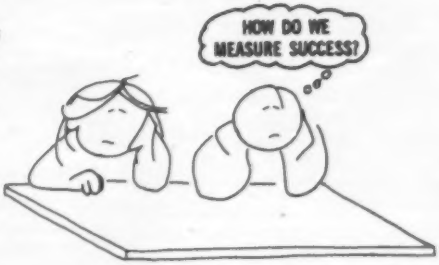
Data gathering, planning, and promotional concerns can all be used as part of the process to develop coordinated economic development organizations.

Without a unified economic development group, small rural communities do not have enough resources to compete effectively in the development arena. WECs can provide the impetus to break through local provincialism, feelings of helplessness, and rivalries in order to build such organizations. The process is volatile and highly sensitive, but is ultimately essential if an area is to cope with its economic problems. It took five years of forums, meetings, planning documents, and promotional efforts on the part of the Gratiot WEC and other sympathetic community agencies to see the formation of such a unified group in that county.

For greater detail regarding the critical role a WEC can play in such an economic development program, see the case study of Gratiot county in Education and Work Councils: Four Case Studies prepared by Abt Associates (Cambridge, Massachusetts, 1981) for the U.S. Department of Education and National Institute of Education.

A WORD ABOUT EVALUATION: IS THE COLLABORATIVE PROCESS REALLY WORKING?

Because of the highly controversial nature of many of the linkages and projects undertaken by work-education councils, the whole issue of evaluation and accountability is extremely complex. Some community leaders on the council Board itself may well have a "show me" attitude...concerned whether the organization can indeed accomplish anything in the community. Ultimately, the level of support a council can maintain--as well as the prospects for continued funding--are dependent on developing an evaluation or reporting system that makes the mission and successes of the council as apparent as possible.



The evaluation process is not without pitfalls and problems. Short term goals such as developing career programs or other specific activities tend to be fairly easy to document. Longer term more substantive change activities such as establishing a successful economic development strategy or promoting better inter-sector relations are more elusive...and may not be in effect measurable for years, if at all. Moreover, to function successfully as a catalyst in promoting major community changes, councils may find themselves forced to be willing to "assume the risk," but in turn "give the credit" to other agencies as an effective political strategy for bringing about the desired results.

Such a "low profile" approach can make it difficult for a council to establish credibility when applying for grants or documenting to local community leaders the effectiveness and impact of the council.

The need to reconcile local needs and expectations with the requirements of specific grant programs can also complicate the evaluation demands placed on a council. Rarely are grants to flexible that they exactly fit the immediate sense of mission of a council. Since grant priorities tend to change frequently, council projects in need of longer term funding may need to be constantly modified somewhat to meet those changes if funding is to continue. At times, community and grant program requirements and priorities may actually be in direct conflict with one another: projects which may be highly needed often do not meet grant criteria, so that a council staff may find itself compelled to give priority to secondary goals in order to indirectly be able to carry out more higher priority missions.

Despite these problems, councils need to meet the evaluation issue head-on and attempt to find reporting/evaluation systems that are responsive to both funding source and community needs for accountability:

--*by identifying sufficient short-term measurable goals (such as involving a certain number of youth or adults in specific programs or by building the council's support network to a certain size) to document the council's effective action-stance in the community;*

--*to find ways of reconciling exigencies of grant accountability with the expectations and needs of the community (including the creativity to restructure programs, balance priorities, and use appropriate language with differing constituencies as needed);*

--*to find ways (without sacrificing the need for sharing credit and maintaining a low profile in certain situations) of demonstrating to the community that longer-term, substantive changes are taking place because of the council...in the process of executing the more documentable, yet more prosaic short-term projects and activities.*

Regular communication with the community at large is essential: through newsletters, frequent substantive newspaper accounts of council activities, periodic letters-to-the-editor, and annual organizational reports which document council network growth, program development, and number of participants served, as well as initiatives undertaken that are important to community change but may not involve documentable "body counts."

A new publication by the National Institute for Work and Learning and Max Elsman, Industry-Education-Labor Collaboration: An Action Guide for Collaborative Councils (1981) can be a useful discussion tool for council Boards as they attempt to address this whole question of accountability and evaluation.

CHAPTER 5:
POTENTIAL FOR REGIONAL COLLABORATION

To date, the three-county MDOL/MDE Work-Education Council project has proved that at least several kinds of collaboration are not only possible, but can have highly positive impacts in rural communities in the area of training and economic development. Following are major outcomes of the project at this point and the ramifications of the collaboration which has taken place:

1. The three WECs have developed a joint survey of both existing training and placement services in each of their counties...data which is in the process of being disseminated throughout the region both in data form and as part of a public awareness program outlining services available.

Such regional data gathering has already led to increased local clarification of service gaps and overlap, better local coordination of services, and has led one county to develop and implement a placement model based on the experiences with placement coordination in the other two counties. Central Michigan University, located in Isabella County, is in the process of developing a new training/placement model linked to economic development which can make use of this data to dovetail its programming with existing services and identified needs.

2. The three WECs have been able to win school, CETA, and other placement organization cooperation--as well as the support of key private sector employers--in developing an experimental Lifetime Work Experience Credentials Profile program applicable to both youth and adults which will integrate work and training experiences from various sources with relevant career interest and aptitude testing.

A computer program to store and retrieve such data has been developed and approximately 600 student credential files are being entered into the data bank on a regional basis: with participants from at least two high schools in each of the three counties and Department of Social Services clients on an experimental basis. Since the three areas share a common labor flow pattern, this pooling of data could benefit not only local schools, but all training and economic development groups in the region who are attempting to project realistic counseling programs based on anticipated labor supply versus demand or who are working to attract new industries based on the defined resource of a trained labor force in given fields.

3. In pooling their experiences for this Technical Assistance Manual, the three WECs have compiled a unique set of guidelines, timelines, and specific programmatic details that could help one another as well as other rural communities in Michigan and around the country

learn more effectively to collaborate as a means of solving local problems.

> By laying out issues and problems generated in the course of eight, six, and three years of experience in their local communities, WEC leaders in Gratiot, Clinton, and Isabella counties have provided an invaluable yardstick to help other rural areas develop their own collaborative patterns and systems.

As in many rural communities, the jurisdictional problems facing the three councils were formidible. All three had different CETA Prime Sponsors. Isabella and Gratiot were part of the same Intermediate School District; Clinton and Gratiot school districts overlapped somewhat.

Yet, there was an interlocking labor flow pattern in the three counties and Gratiot and Clinton council leaders recognized early-on (even prior to the formal MDOL/MDE project) that some kind of informal agreement and information-sharing was needed to deal with service area overlap. Both also saw the efforts to establish a similar council in Isabella county not as a threat, but as an opportunity to expand the council concept not only on a local, but perhaps also on a regional level.

Based on the successful expansion of collaboration in the course of the one-year MDOL/MDE project, the Bureau of Employment and Training is currently exploring a program with the three counties to test the feasibility of even more inclusive training-placement-economic development systems involving the councils themselves, the three area CETA Interagency Collaborative Bodies, and existing economic development groups in the three counties. This model of three county-based councils (sub-ICBs within three separate CETA jurisdictions) is based on the theory that such "micro" units can be particularly effective in rural communities in order to maintain strong local support and sense of identity. A similar "macro" project is underway in the more urbanized south-eastern Michigan area with a single larger council functioning as a catalyst for regional collaboration.

FUTURE PROJECTS AND DIRECTIONS

In states such as Michigan--where high unemployment and economic dislocation are major issues--economic development emerges as the critical problem facing work-education councils, CETA, educational institutions, and the community at large in the months and years ahead. The Gratiot council has long focused on economic problems as one of its main thrusts and the three regional councils are currently exploring possible ways of approaching this issue on a regional basis.

With lessened Federal, State, and local tax funds available to CETA, schools, and other agencies, councils and their communities need to also focus on transitions from "work to work" not just on "education to work." Displaced teachers and agency employees are joining the ranks of industrial and business workers who are in need of assistance in developing new employment options. Agencies can no longer concentrate mainly on high youth unemployment in rural communities, but also on increased numbers of adult clientele.

Economic development projects that stimulate new job development, entrepreneurship training to aid dislocated workers and unemployed youth in "making" their own job opportunities, and innovative service programs all are needed to meet this challenge. In some rural communities, for example, where lack of adequate child care is a serious problem, dislocated teachers and unused public school facilities could be rechanneled into new pre-school centers which could solve a number of community problems simultaneously. Innovative public transportation projects are another high priority issue in many rural areas--again, a potential means of stimulating rapid job development.

With the trend toward an aging population in many rural communities, increased concern needs also to be given to innovative senior citizen and retiree programs that could assist these adults in finding either volunteer work or supplemental income positions that would enable them to utilize their skills and enhance their standards of living. This largely untapped human resource pool could do much to help existing agencies maintain programs in the face of funding and staffing cutbacks.

In states where new job generation cannot realistically, for the immediate future, hope to absorb the number of displaced CETA public service employment workers, the unemployed from business and industry, and the growing number of dislocated agency and school personnel, councils need to consider the possible role they could play in counseling programs to help those who had traditionally stable jobs cope with the pressures on themselves and on their families in rethinking career options. In the past, rural schools and agencies have resisted "relocation" counseling programs on the grounds that if families leave a community in any numbers, a serious talent drain and loss of state formula funds for local programming could result.

Where unemployment is particularly severe, some families may currently have little choice but to relocate. Councils could play a lead role in facilitating that transition...perhaps even acting as catalysts to make contact with council groups in other states with more favorable employment outlooks to aid families in finding new jobs. Councils could also work with Employment Security Commission, CETA, and school counselors to develop newspaper "want-ad" files and other media information systems on job availability in specific high growth communities around the country.

Rural communities in high population growth areas, in effect, need to cope with the converse of these dislocation problems: developing strategies to make sure that growth comes in ways that are supportive of the traditional values and lifestyles of their communities, rather than destructive to quality of local life and institutions. Issues include such problems as support service development to meet population influxes, allocation policies regarding water, land use, and other resources, and institutional flexibility to meet changing demographic patterns.

Two extremely helpful documents dealing with major rural issues in high and low growth communities have been or are in the process of being compiled by the National Institute for Work and Learning in Washington, A Rural Charter for Improved Rural Youth Transition (July, 1978) and a book on major contemporary rural issues as articulated at a series of national conferences in summer and fall, 1980 (now in the final editing stages)--both based on research by NIWL staff and rural experts around the

country. Other useful publications dealing with work-education councils (in particular rural issues) are listed in the Appendix below.

More than ever, local institutions need to find creative approaches to making the most of existing resources, on a local and regional level, to meet current employment, training, and other related societal changes and problems in rural communities. Work-education councils--in Michigan and nationwide--have demonstrated that such collaborative community effort is possible and are offering one viable alternative to rural areas facing such major changes in the months and years ahead.

APPENDIX:

HELPFUL PUBLICATIONS ON WORK-EDUCATION COUNCILS AND RURAL ISSUES

Abt Associates, Inc.
55 Wheeler Street, Cambridge, Mass. 02138
Education and Work Councils: Four Cases Studies, 1981.
Education and Work Councils: Progress and Problems, 1980.

Greater Portland Work Education Council
710 S.W. Second Avenue, Portland, Ore. 97204
People Working Together: Handbook on Work Education Councils, 1980.

Industry Education Council of California
1575 Old Bayshore Highway, Suite 201, Burlingame, Calif. 94010
Local Council Handbook, n.d.

Institute for Governmental Services, University of Massachusetts
University of Massachusetts, Amherst, Mass. 01003
Community Education/Work Collaboration: A Massachusetts Perspective, 1978.

National Association for Industry-Education Cooperation
235 Hendricks Boulevard, Buffalo, N.Y. 04226
Industry-Education Councils: A Handbook, n.d.

National School Public Relations Association
1801 North Moore Street, Arlington, Va. 22209
Business-School Partnerships: A Plus for Kids, 1980.

National Institute for Work and Learning (formerly Ntl. Manpower Institute)
Suite 301, 1211 Connecticut Avenue N.W., Washington, D.C. 20036
The Boundless Resource: A Prospectus for an Education/Work Policy, 1975.
A Charter for Improved Rural Youth Transition, 1978.
Collaborative Councils: An Action Guide to Linking Work and Learning, 1981.
On Developing Community Work-Education Councils, 1976.
Industry-Education Collaboration: A Directory of Collaborative Councils, 1981.
Toward a New Rural Renaissance (in publication).
The Work-Education Consortium: An Inventory of Projects in Progress, 1978.
The Work-Education Consortium Project: A Report on the First Two Years, 1978.
Work-Education Councils: Profiles of Collaborative Efforts, 1979.

WORK-EDUCATION PROJECTS UNDERWAY IN MICHIGAN

The Interagency Collaborative Body projects underway are linked closely to state Prime Sponsors as part of the joint MDOL/MDE effort using CETA funds. Some of the independently incorporated councils are also part of this effort, such as the three councils involved in this study and the Work Education Council of Southeastern Michigan. Councils marked ** are those with primarily rural constituencies; those marked * are more urbanized, but still have particularly strong rural constituencies.

**Alma: Mid-Michigan Community Action Council, Inc. (Gratiot County) [EA]
PO Box 102, Alma - (517) 463-6404

**Alpena: Interagency Collaborative Body [JP, CD, AC, ITS]
Alpena/Montmorency/Alcona ISD, 1691 M-32 West, Alpena-(517) 354-3101

Ann Arbor: Interagency Collaborative Body
Burns Park School, 1414 Wells St., Ann Arbor - (313) 996-3177

**Bad Axe: Interagency Collaborative Body [P, CE]
Huron Intermediate School Dist., 711 E. Soper Rd., Bad Axe-(517) 269-6406

*Battle Creek: Interagency Collaborative Body (Calhoun, Barry Counties) [DG, CP, CD]
Kellogg Community College, 450 North Ave., Battle Creek-(616) 965-3931

Bay City: Interagency Collaborative Body, *Bay County Dept. of Public Services, Bay County Complex, 311 2nd St., PO Box 391 - (517) 892-4578*

Berrien Springs: Berrien County Interagency Collaborative
c/o 711 Saint Joseph Ave., Berrien Springs - (616) 471-7725

**Coldwater: Branch-St.Joseph Interagency Collaborative Body [DG, CD, CP]
PO Box 509, Coldwater - (517) 279-8081

Dearborn: Dearborn Interagency Collaborative Body
Dearborn Public Schools, Board of Ed., 4824 Lois Ave.-(313) 582-4438

Detroit: The Business/Education Alliance
150 Michigan Ave., Second Floor - (313) 964-4000

Detroit: Detroit Interagency Collaborative Body
2990 W. Grand Boulevard, Suite 223 - (313) 871-1115

Detroit: New Detroit
1010 Commonwealth Bldg., 719 Griswold - (313) 496-2000 (2021)

**Dowagiac: Interagency Collaborative Body [IT, RS, CP]
CETA Region IV Consortium, 410 E. Prairie Ronde St. - (616) 782-3441

Flint: Business and Education Coordinating Council
708 Root St., Flint - (313) 232-5422

Flint: Genesee, Lapeer, Flint & Shiawassee Counties ICB
Genesee ISD, 2413 W. Maple Ave., Flint - (313) 767-4310

**Fremont: Region 8A Work-Education Council [CD, ST]
Newaygo County Intermed. School Dist., 4645 W. 48th St. - (616) 924-0380

Grand Rapids: Grand Rapids Area Interagency Collaborative Body
GRAETC, Suite 200, 60 Monroe Center NW, Grand Rapids - (616) 456-4038

Howell: Livingstone County Interagency Collaborative Body
Livingston ISD, 1425 W. Grand River, Howell - (517) 546-5550

**Ironwood: Interagency Collaborative Body [BS, CE]
Western Upper Peninsula Manpower Consortium, PO Box 370 - (906) 932-4059

Jackson: Jackson, Hillsdale & Lenawee Counties ICB
Jackson Community College, Whiting Hall, 2111 Emmons Rd.-(517) 787-8965

Kalamazoo: Kalamazoo County Interagency Collaborative Body
Kalamazoo Valley ISD, 1819 E. Milham Rd. - (616) 381-4620

*Marquette: Marquette Area ICB, *Northern Michigan University* [DG, ST]
Bureau of School & Community College Services - (906) 227-2693

Marysville: Interagency Collaborative Body
St.Clair County Intermed. School Dist., 499 Range Rd., POCS 1 (313) 364-8990

**Mt. Pleasant: Isabella Business Industry Education Council, Inc. [EA]
PO Box 346, 301 E. Broadway, Room 202, Mt. Pleasant - (517) 733-0753

Muskegon: Muskegon/Oceana Consortium ICB, *c/o Muskegon County, Dept. of Employment & Training, 953 E. Keating Ave. - (616) 724-6381*

Plymouth: Out-Wayne County Interagency Collaborative Body
c/o WEC of SE Michigan, 164 N. Main St., Plymouth - (313) 459-5360

Plymouth: Work Education Council of Southeastern Michigan
164 N. Main St., Plymouth - (313) 459-5360

Pontiac: Interagency Collaborative Body, *Oakland Schools (Pontiac), Dept. of Measurement & Guidance, 2100 Pontiac Lake Rd. - (313) 858-1997*

**Roscommon: Interagency Collaborative Body [CD, AC, JP]
COOR ISD, 11051 North Cut Rd., Roscommon - (517) 275-5137

**St. Johns: CRV (Community Resource Volunteers), Inc. [EA]
201½ N. Clinton Ave., St. Johns - (517) 224-8285

**Sault Ste. Marie: Interagency Collaborative Body, *EUP Empl. & Trng. Cl., Urban Center, PO Box 717, 408 Ashmun St. - (906) 635-1752* [P, ITS, JP, RS, CD, IT]

**Traverse City: Interagency Collaborative Body, *Traverse Bay Area ISD,* [CE, JP, CD, *Youth Employm. & Trng. Progms., 13247 W. Bay Shore Dr. - (616) 946-8750* ITS]

Warren: Macomb Area Work Education Council, Inc.
14301 Parkside, Warren - (313) 294-2396

Projects singled out by the rural councils vary widely. The following code system used above indicates some of the issues chosen by specific council groups: P= Placement; DG = Data Gathering; CD = Community interagency Dialogue; CP = Credentials Profile or Testing Coordination; AC = Academic Credit for CETA/non-traditional training; ST = Staff Training; ITS = Increased Transition Services; JP = More Joint Program delivery; CE = Expanded Career Ed programming; BS = Basic Skills (eg. literacy); RS = Coordinated Referral systems development; TT = Targeted Training services for handicapped, pregnant teens, etc. Employer-related studies of skills needs and other economic-development-related activities are included under category "DG." The "CD" or community dialogue category includes concern for more coordinated programming in a variety of areas. For those councils with an eclectic approach--including concern for the majority of issues listed above--the designation "EA" (eclectic approach) has been used.

NATIONAL DIRECTORY OF WORK-EDUCATION COUNCILS
(LISTING BY STATE)

This listing is compiled from the National Institute for Work and Learning's Industry-Education-Labor Collaboration: A Directory of Collaborative Councils (see page 54 for ordering information), which contains 2-page summaries of individual WEC goals, impact, etc. Quality and mission of councils varies widely...so an annotated guide is important, as well as contact with several councils before passing judgement on specific programs.

ARIZONA:

Apache Junction: Education & Work Advisory Council - (602) 982-1110
Mesa: Mesa Community Council - (602) 834-7777
Phoenix: Arizona Business-Industry-Education Council, Inc.-(602)252-1769

* indicates state-wide effort

CALIFORNIA:

Alhambra: San Gabriel Valley Industry Education Council-(213) 289-5411
**Burlingame: Industry-Education Council of California - (415) 697-4311*
Chatsworth: San Fernando Valley Industry Education Cl.-(213) 892-5515
Covina: Foothill Industry-Education Council - (213) 966-4518
Downey: South East Industry Education Council - (213) 922-3631
Fairfield: Fairfield-Suisun-Benicia IEC - (707) 425-6431
Fresno: Fresno Industry-Education Council - (209) 442-6612
Glendale: Glendale/La Canada Industry Education Council - (213)486-0784
Hawthorne: South Bay-Harbor IEC - (213) 970-6746
Hayward: Alameda County IEC - (415) 881-6049
Long Beach: IEC-Long Beach - (213) 435-2441 or 420-4000
Modesto: Stanislaus IEC - (209) 527-6800
Oakland: Community Careers Council - (415) 763-4234
Oakland: New Oakland Committee - (415) 893-9660
Ojai: Ventura IEC - (805) 646-4334
Pittsburg: East Contra Costa IEC - (415) 432-4705
Sacramento: Sacramento Metropolitan IEC - (916) 447-2961
San Bernardino: Riverside-San Bernardino IEC - (714) 883-8691
San Diego: Greater San Diego IEC - (714) 295-2117
San Jose: Santa Clara County IEC - (408) 299-2134
Santa Barbara: Community Career Development Council - (805) 963-3468
Temple City: Santa Anita IEC - (213) 285-2111
Visalia: Kings-Tulare IEC - (209) 733-2050

COLORADO:

Denver: Adopt-A-School, Inc. - (303) 837-1000
**Statewide: Colorado Communities for Business & Education Interaction (Colorado Assn. of Commerce & Industry) - (303) 831-7411*

CONNECTICUT:

Bridgeport: Business Education Liaison, NAB - (203) 268-6518
Derby: Lower Naugatuck Valley Ed.-Work Council - (203) 735-9282
East Lyme: Regional Ed. Work Council of SE Connecticut - (203) 739-6971
Enfield: North Central Connecticut Ed.-Work Council - (203) 745-1603
Middletown: Middlesex Regional Education/Work Council - (203) 347-6924
Putnam: Education Work Council of Putnam - (203) 928-7987
Stamford: Southwestern Connecticut Work/Ed. Council - (203) 325-4461
Torrington: Northwest Conn. Regional Career Ed. Work Council - (203) 482-6586
Waterbury: Central Naugatuck Valley Career & Voc. Ed. Consortium - (203) 757-0701
Willimantic: Quinebeug Valley Community Ed.-Work Council - (203) 456-3254

DELAWARE:

**Newark: Educational Resources Association - (302) 454-2424*
**Statewide: Jobs for Delaware Graduates, Inc. - (302) 995-7175*

DISTRICT OF COLUMBIA:

Washington: The Prometheans, Inc. - (202) 833-4262
Washington: Washington Chapter, NAIEC - (202) 472-1357
Washington: Work-Ed. Council for the Metropolitan Washington Area - (202) 233-6800

GEORGIA:

Atlanta: Atlanta Partnership of Business & Education - (404) 521-0845
Augusta: Private Industry Council, Central Savannah River Area Consortium - (404) 722-3001

ILLINOIS:

Chicago: Chicago United - (312) 236-3769

Chicago Heights: Work-Ed. Council of the South Suburbs - (312) 534-5000

Collinsville: Consortium of Voc. Educators & Employers - (618) 344-4250

East Peoria: Tri-County Industry-Education-Labor Council - (309) 694-6418

Rockford: Community Career Resources Program - (815) 987-3060

INDIANA:

Community Action Council for Career Education - (219) 295-4746

IOWA:

Des Moines: Des Moines Merit Employers Council - (515) 245-2000

KENTUCKY:

Lexington: Lexington Education-Work Council - (606) 252-1245

MAINE:

Bangor: Private Industry Council, Penobscot County Consortium - (207) 945-9431

MARYLAND:

Baltimore: Ramsey Conference Group - (301) 727-2820

Columbia: Industry-Education Alliance of Howard County-(301) 596-3620

Cumberland County: Labor-Management Committee - (301) 777-8700

MASSACHUSETTS:

Attleboro: Career Education Advisory Committee - (617) 222-0412

Boston: Massachusetts Educational Collaboratives - (617) 727-8148

Boston: Tri-Lateral Council for Quality Education, Inc.-(617) 426-1250

Great Barrington: South Berkshire Educational Collaborative-(413)528-2410

Lowell: Greater Lowell Business-Labor-Education Collaborative- (617) 454-6854

Lynn: Lynn Area Consortium of Business, Education & Labor- (617) 592-2900

Northampton: Hampshire Educational Collaborative - (413) 586-4590

Quincy: South Shore Collaborative for Career Education-(617) 471-6677

Salem: Northshore Manpower Coalition - (617) 745-7100

Southbridge: Tri-Community Industrial Education Liaison Group - (617) 764-3283

Springfield: Private Industry Council of Hampden County-(413) 734-5671

Worcester: Worcester Area Career Education Consortium - (617) 753-2924

MICHIGAN:

(See listing, page 55)

MINNESOTA:

Mora: Five County Work Education Council - (612) 679-1800

White Bear Lake: White Bear Lake Work-Ed. Council - (612) 770-6290

NEW JERSEY:

**Trenton: New Jersey's Work, Education & Leisure Initiative - (609) 984-7893*

Vineland: Cumberland County Work-Education Council - (609) 691-8600

NEW MEXICO:

Albuquerque: Career Guidance Council - (505) 842-0220

NEW YORK:

Batavia: Industry-Education Council - (716) 343-7440

Brooklyn: Community Association of Business, Labor & Education - (212) 522-5505

Corning: Community Career Development Council - (607) 936-4366

Dryden: Business-Industry-Education Council, Inc. - (607) 844-9090

Jamestown: Jamestown Area Labor Management Committee - (716) 661-2262

Lancaster: Niagara Frontier Industry Education Council, Inc. - (716) 686-2032

New York: Association of Business, Labor & Education - (212) 561-2002
New York: New York Regional Council for Industry-Education Cooperation - (212) 851-5100
New York: Open Doors - (212) 561-2002
New York: Private Industry Council of NYC-(212) 233-8600
Niagara Falls: Niagara Falls Industry-Education Advisory Council - (716) 278-5621
Norwich: Chenango/Delaware Business-Education Council - (607) 334-2771
Poughkeepsie: Industry-Education Council of Dutchess County - (914) 471-4500
Rochester: Rochester Area Career Education Council - (716) 325-5137
Dunn: Harnett Work-Education Council - (919) 892-0220
Greenville: Pitt County Education-Work Council - (919) 756-3130
Spindale: Rutherford County Ed.-Work Council - (704) 287-2211

OHIO:

Akron: Office of Career Programs - (216) 434-3401
Cleveland Heights: Business-Industry & Ed. Council - (216) 861-4200
Cleveland: Metropolitan Cleveland Jobs Council - (216) 861-6100
**Columbus: Ohio Vocational/Technical Resource Consortia-Ohio Department of Education - (614) 466-3430*
Youngstown: Industrial Information Institute - (216) 758-2339

OREGON:

Greater Portland Work-Education Council - (503) 248-6885
Institute for Public Affairs Research (IPAR) - (503) 233-6581

PENNSYLVANIA:

Erie: Education-Work Council of Erie City & County - (814) 455-3928
Philadelphia: Education to Work Council of Philadelphia - (215) 627-6953

PUERTO RICO:

Hato Rey: Inter-American University of Puerto Rico - (801) 753-6628

RHODE ISLAND:

Providence: Industry-Education-Labor Council of Rhode Is.-(401) 456-8108
**Providence: Partnership of Business, Labor & Government - (401) 277-2071 (State of Rhode Island Governor's Office)*

SOUTH CAROLINA:

Charleston: Charleston Trident Work-Education Council - (803) 722-3014
Columbia: Careers Development Project of Greater Columbia-(803) 779-5350
Union: Union Area Work-Education Council - (803) 427-5886

SOUTH DAKOTA:

Sioux Falls: Sioux Falls Area Education-Work Council - (605) 336-5236

TENNESSEE:

Kingsport: Kingsport Business-Industry-Education Council - (615) 246-2111
Memphis: School & Business Partnership/Memphis City School System - (901) 454-5200

TEXAS:

Dallas: Education Department, Dallas Chamber of Commerce - (214) 651-1020

UTAH:

Blanding: San Juan Work-Ed. Council - c/o Utah Navaho Development Council - (801) 678-3221
Ogden: Organization is informal, no title - (801) 394-8873
Salt Lake City: Business-Industry-Community-Education Partnership - (801) 268-8152

WASHINGTON:

Seattle: Puget Sound Work-Education Council - c/o Private Sector Initiatives - (206) 623-8260

WEST VIRGINIA:

Wheeling: Education-Work Council of the Upper Ohio Valley - (304)233-5900 - c/o West Virginia Northern Community College

WISCONSIN:

Madison: Business & Education Coordinating Council - (608) 257-2828

Milwaukee: Operation 4000 - (414) 438-0070